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United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

SEP 16 1983

Memorandum

To: BLM Recipients of Budget Estimate Document

From: Chief, Office of Budget

Subject: Fiscal Year 1985 Budget Estimates

Enclosed, for your information, is a copy of the Fiscal Year (FY) 1985 Budget Estimates for the BLM, which have been submitted to the Office of Management and Budget (OMB).

You are reminded that this document and all other materials related to the decision process on FY 1985 budget requirements are not to be released or discussed outside the Bureau, except for normal coordination with other Federal Agencies directly affected by the budget. The longstanding Executive Branch policy as stated in OMB Circular A-10 is that the Budget Estimates are internal, administratively confidential working documents. The general policy is that Budget Estimates are not to be released to anyone outside of the Executive Branch until after the fiscal year to which they pertain has ended. Recipients of these documents are responsible for maintaining the confidentially of the information contained in them.

As usual, the funding and staffing recommendations in the Budget Estimates reflect the Secretary's decisions and are subject to revision as the FY 1985 budget process continues. Changes in FY 1985 requirements may also result from Congressional decisions on the pending FY 1984 appropriations request.

Questions on the Budget Estimates, the budget development process, or confidentiality requirements should be addressed to me (343-3516) or to Bob Steele (343-4851).

Roger L. Hildebrand

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BUREAU OF LAND MANAGEMENT

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

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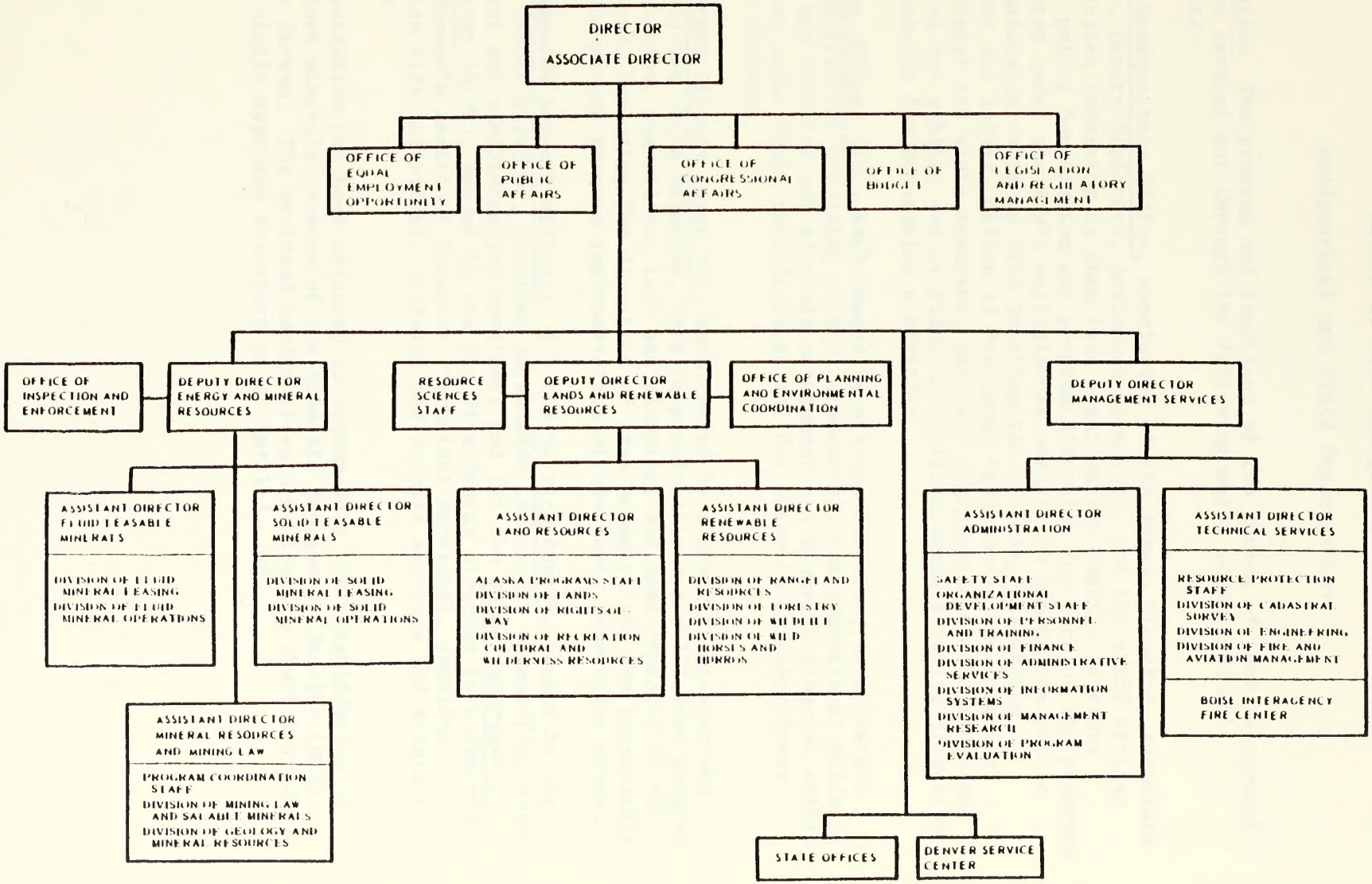
BUREAU OF LAND MANAGEMENT



Bureau of Land Management

Headquarters and Field Organization

Organization The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and state agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.

b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and minerals programs within the states under their jurisdictions and for supervising subordinate District Offices.

c) District Offices (over 50), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.

d) Bureauwide support offices: (1) the Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director (who reports to the Bureau's Assistant Director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation services.

The organization has been adjusted to accommodate the consolidation of the onshore minerals program of the Minerals Management Service (MMS) into the Bureau. The enclosed headquarters organization chart reflects the officially approved structure as of April 3, 1983.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the multiple use management of both surface and mineral resources on approximately 290 million acres of public lands located in 28 states, including at present, 115 million acres in Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises mining on the public lands and Indian lands and on 370 million acres of mineral estate underlying other Federally-administered, state or private ownerships throughout the United States.

The Bureau's primary objective is to manage the public lands under a concept of multiple-use to provide maximum public benefit through attaining the best combination of uses that an area is capable of sustaining. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. The BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public and provision for public involvement in the development of BLM plans, managerial considerations and regulations.

The following summary compares the FY 1984 estimate and the FY 1985 request:

(Dollar amounts in thousands)

Appropriations Requested		FY 1984 Estimate	FY 1985 Estimate	Inc. (+) or Dec. (-)	Perm. Employ. 7/31/83
Management of Lands and Resources	$	398,074 1/	364,024	-34,050	7,486
	(FTE-T)	(8,538)	(8,611)	(+73)	
Construction and Access	$	1,200	1,200	---	35
	(FTE-T)	(31)	(31)	(---)	

1/ Includes $50,000,000 "Firefighting and Rehabilitation" supplemental to repay actual costs of FY 1983 firefighting and rehabilitation work.

Appropriations Requested		FY 1984 Approp. Requested	FY 1985 Estimate	Inc. (+) or Dec. (-)	Perm. Employ. as of 12/31/83
Land Acquisition	$	2,469	578	-1,891	7
	(FTE-T)	(4)	(---)	(-4)	
Payments in Lieu of Taxes	$	96,320	105,000	+8,680	1
	(FTE-T)	(1)	(1)	(---)	
Oregon and California Grant Lands	$	51,536	50,381	-1,155	906
	(FTE-T)	(964)	(970)	(+6)	
Range Improvements (Indefinite)	$	10,000	10,000	---	156
	(FTE-T)	(160)	(160)	(---)	
Service Charges, Deposits, and Forfeitures (Indefinite)	$	8,700	9,075	+375	98
	(FTE-T)	(190)	(190)	(---)	
Miscellaneous Trust Funds (Current, Indefinite)	$	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	
Total Appropriations Requested	$	568,399	540,358	-28,041	8,689
	(FTE-T)	(9,888)	(9,963)	(+75)	
Permanent and Trust Funds					
Miscellaneous Permanent	$	54,011	68,087	+14,076	---
	(FTE-T)	(---)	(---)	(---)	
Miscellaneous Trust Funds	$	600	600	---	16
	(FTE-T)	(19)	(19)	(---)	
Subtotal	$	54,611	68,687	+14,076	16
	(FTE-T)	(19)	(19)	(---)	
Other Accounts	$	---	---	---	207
	(FTE-T)	(241)	(241)	(---)	
Budget Authority, Total BLM	$	623,010	609,045	-13,965	8,912
	(FTE-T)	(10,148)	(10,223)	(+75)	

Note: FTE-T equals Full-Time Equivalent Employment - Total. Permanent employment equals full-time employees with permanent appointments on board as of the date shown.

Highlights of 1985 Request

The FY 1985 Budget Estimate for the Bureau of Land Management (BLM) is $609.0 million, a decrease of $14.0 million from the FY 1984 appropriations of $623.0 million. The FY 1984 level includes a supplemental of $50.0 million for firefighting, which is not included in the FY 1985 estimate. The estimate includes $68.1 million in Miscellaneous Permanent Appropriations which are paid to states and counties and $0.6 million in Miscellaneous Trust Funds; this is an increase of $14.1 million over the FY 1984 level.

For operating funds and Payments-in-Lieu of Taxes (PILT) for which current appropriations are requested, the FY 1985 estimate is $540.4 million, a decrease of $28.0 million from the FY 1984 estimate. No funds are included in the FY 1985 request to be transferred to the Forest Service for administration of O&C lands within national forest boundaries in Oregon. The Forest Service will seek direct appropriations for administration of these lands.

The FY 1985 budget encourages volunteerism and private investment on public lands. It continues to emphasize regulatory changes and changes to administrative processes to improve and simplify decision-making. It includes proposals to shift responsibility to state and local governments and private users to fund several programs of predominantly local interest. This concept is most pertinent to grazing, recreation, and wildlife programs where costs can be shared. For example, livestock operators will be encouraged to undertake range improvements on public lands using private funds, and state wildlife agencies and interest groups will be encouraged to contribute funds, labor, and materials for habitat improvement and maintenance.

The changes between the Fiscal Year 1984 estimate and the proposed FY 1985 program for each appropriation are highlighted below:

Management of Lands and Resources

The FY 1985 request for the "Management of Lands and Resources" appropriation is $364,024,000, a decrease of $34,050,000 from the FY 1984 estimate. Within this appropriation, an increase of $3.5 million in the onshore energy and minerals management activity provides for issuing onshore oil and gas leases and increasing compliance and inspection, holding one competitive regional coal lease sale and reestablishing presale evaluations, and for holding a second-round combined hydrocarbon lease sale, if there is sufficient demand. It also provides for various non-energy minerals activities and mining law administration. Funds are included for the regulation, supervision and inspection of onshore mineral lease operations and for mineral resource evaluations and fair market value determinations. In addition, funds are included to improve and increase energy/minerals policy analysis and to establish a program for inventory of hazardous wastes and emergency response.

An increase of $8.1 million for lands and realty management is requested to conduct additional land sales under FLPMA, to continue Phase II of the Automated Lands and Minerals Records System (ALMRS) which will provide more timely and accurate information on land ownership status and pending

applications for lands and minerals uses, and to increase case processing in the Lower-48 States. The increase also provides funds to initiate a review of waterpower classifications, which became the responsibility of BLM when the onshore minerals programs of the Minerals Management Service were merged with BLM, and to conduct an inventory of de facto withdrawals.

The FY 1985 request provides for a decrease of $1.2 million in the renewable resources management activity. Emphasis is placed on regulatory changes and changes to administrative processes to improve and simplify program administration.

Funding for forest management, range management, and soil, water and air management will be at the FY 1985 base level. The Bureau will offer 92 million board of feet of timber for sale from public lands in FY 1985. Legislation pending before Congress which would grant sale authority to BLM for unadoptable wild horses and burros, is assumed to be in effect by FY 1985. Grazing Management will ensure that funds are invested where improvements are most needed and returns to the public are highest. Less intensive and more efficient inventories will be conducted. By FY 1985 maintenance of range improvements will be completely assigned to livestock operators where they are the primary beneficiary of such improvements.

Funding will be decreased for wildlife habitat management by $0.1 million, as inventory needs are decreasing. State agencies and wildlife interest groups will be encouraged to contribute matching funds, labor, or materials for habitat improvement and maintenance.

A reduction in recreation management is due in part to the winding down of the wilderness study efforts which peak in FY 1984. The proposed level provides interim management of wilderness study areas and completion of all planned wilderness studies. Protection of the most critical and publicly visible cultural resources will be provided, with special emphasis on site protection and stabilization. The proposed funding level also provides for increased recreation permit management, ORV designations, and activity planning on the most intensively used public lands and includes efforts to transfer management responsibility for sites of local or regional significance where such transfers are of mutual benefit to all parties.

A decrease in planning will be achieved while still meeting planning schedules and EIS deadlines. Funding for data management will be increased $1.3 million to provide telecommunications support for the Automated Lands and Minerals Record System (ALMRS) and for ADP development, operations, and maintenance.

The FY 1985 estimate increases funding for Alaska cadastral surveys to implement provisions of the Alaska Railroad Transfer Act. In the Lower-48 States, emphasis will be placed on surveys which support high priority lands and minerals programs.

An increase of $1.8 million in Technical Services will provide funds to cooperate with local law enforcement agencies in the eradication of marijuana plantations established illegally on public lands, as well as increase building and transportation maintenance.

Fixed costs beyond the control of the Bureau will continue to increase; a decrease in general administration activities will be achieved by reducing administration services support.

Construction and Access

The FY 1985 request of $1.2 million provides no funding for any new construction projects for the second year in a row. The funding for the access program is limited to the purchase of easements only to provide that access necessary to get products to market and develop needed resources.

Land Acquisition

No land acquisition projects are proposed utilizing the Land and Water Conservation Act funds. However, $578,000 is proposed for acquisition in the King Range National Conservation Area (NCA) in California using exchange equalization payments. When BLM exchanges land in the King Range NCA and the value of the private land is less than the value of the Federal land, the private landowner must pay the cash difference in land values. These cash payments are deposited in the Treasury and are to be available to BLM for appropriation to acquire lands in the NCA. To date, $578,000 have been deposited in the Treasury. A new activity in the Land Acquisition Appropriation is proposed for these funds.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will be fully funded at $105 million, which is an increase of $8,680,000 above the FY 1984 level.

Oregon and California Grant Lands

A decrease of $1.2 million is proposed in FY 1985 in the "Oregon and California Grant Lands" appropriation, for a total appropriation of $50.4 million. No funds are requested for the Forest Service for administration of O&C lands within the national forest boundaries. Funds for administration of the Forest Service O&C lands will be requested by the Forest Service in their direct appropriations.

The BLM administered O&C lands are highly productive forest lands in Western Oregon. These lands are most often situated in a checkerboard pattern with intermingled privately owned forest lands. In FY 1985, the BLM plans to offer 1.2 billion board feet of timber for sale from all Western Oregon lands, which is an increase of 0.1 billion board feet, and will perform reforestation, timber development and related resource management on these lands.

Range Improvements

Range improvement funds, which are derived from grazing receipts collected, are estimated to be $10.0 million, which is the same as the FY 1984 level, if appropriation language is changed to conform with provisions in the Public Rangelands Improvement Act (PRIA). PRIA provided that the minimum appropriation for range improvements is to be $10,000,000 regardless of

receipts. If the language is not changed, the Range Improvements Appropriation would decrease from $8,604,000 in FY 1984 to $8,285,000 in FY 1985.

The fee for the 1984 grazing year is presently expected to remain at $1.40 per animal unit month (AUM) based on preliminary data because of low beef prices and high costs of production. This fee level is inadequate to generate receipts in either FY 1984 or FY 1985 in excess of the PRIA $10,000,000 minimum. The present grazing fee formula was established by Congress in 1978 and currently is the subject of a joint study with the Forest Service.

Service Charges, Deposits and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repairs to damaged property can be recovered from the applicants through service charges, deposits of funds and forfeitures of performance bonds.

In FY 1984 procedures will be changed which will allow BLM to recover more of the processing costs from the applicant for that group of oil and gas pipeline rights-of-way applications and permits which are estimated to cost less than $5,000 per application to process. Fewer major right-of-way applications are expected to be filed reducing the estimate of costs from FY 1983 to FY 1984. The same level of funding is proposed in FY 1985 as in FY 1984 for rights-of-way processing and an increase of $375,000 is proposed for the Adoption and Sale of Wild Horse and Burro program.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resources management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is $100,000 for FY 1985. In addition, other contributions are permanently appropriated for range improvements and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with states or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In FY 1985, it is estimated that $68.1 million will be paid to states under these appropriations, which is an increase of $14.1 million.

Receipts

For FY 1985, the BLM will collect an estimated $317.7 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and miscellaneous sources. This is an increase of $20.9 million over the estimated receipts of $296.8 million from these same sources in FY 1984.

Authorization

The Federal Land Management and Policy Act, which authorizes most of the Bureaus programs expired September 30, 1982. The Omnibus Reconcilitation Act of 1981 has authorized funding for BLM programs for FY 1982, FY 1983, and FY 1984. The authorization expires on September 30, 1984. There is no authorization for FY 1984 and FY 1985.

Coastal Barrier Resources Act

As required by OMB Circular A-11, the Bureau certifies that no funds were obligated in FY 1983 for purposes prohibited by the Coastal Barrier Resources Act (P.L. 97-348).

DEPARTMENT OF THE INTERIOR

BUDGET ACCOUNTS TABLE

BUREAU: Bureau of Land Management

Budget Authority and Outlays (in thousands of dollars)

Account and Functional Code	Budget Authority FY 1983 Enacted	Budget Authority FY 1984 Estimate	Budget Authority FY 1985 Estimate	Outlays FY 1983 Enacted	Outlays FY 1984 Estimate	Outlays FY 1985 Estimate
Federal Funds						
General and Special funds:						
Management of Lands and Resources	350,739 1/	348,074	364,024 K/	332,233 1/	331,018	346,186 K/
Fire Supplemental	---	50,000 A/	---	---	50,000 A/	---
Construction and Access	2,243	1,200	1,200	4,359	1,132	1,162
Land Acquisition	311	2,469	578	2,929	1,975	578
Payments in Lieu of Taxes	96,320	96,320	105,000	96,320	96,320	105,000
Oregon & California Grant Lands	57,620	51,536	50,381	54,351	49,010	47,912
Range Improvements (indefinite)	11,199	10,000	10,000	11,199	9,750	9,750
Service Charges, Deposits and Forfeitures (indefinite)	5,000	8,700	9,075	4,950	8,200	8,575
Permanent general and special fund appropriations:						
Miscellaneous Permanent Appropriations	552,351	54,011	68,087	552,151	53,811	67,887
Public Enterprise Funds:	---	---	---	---	---	---
Intragovernmental revolving funds and management funds:						
Working Capital Fund	---	---	---	---	---	---
Subtotal Federal Funds	1,075,783	622,310	608,345	1,058,492	601,216	587,050

A/ Supplemental under existing legislation (for firefighting).
K/ Additional authorizing legislation required.
1/ Includes a transfer from Minerals Management Service, $15,918,000 BA and $15,122,000 BO.

BUREAU: Bureau of Land Management

Budget Authority and Outlays (cont.) (in thousands of dollars)

Account and Functional Code	Budget Authority			Outlays		
	FY 1983 Enacted	FY 1984 Estimate	FY 1985 Estimate	FY 1983 Enacted	FY 1984 Estimate	FY 1985 Estimate
Trust Funds						
Trust Funds:	700	700	700	700	700	700
Trust revolving funds:	---	---	---	---	---	---
Subtotal Trust Funds....	700	700	700	700	700	700
TOTAL, FEDERAL AND TRUST FUNDS	1,076,483	623,010	609,045	1,059,192	601,916	587,750
Less: Offsetting receipts						
Proprietary.....	879,867	281,083	276,768	879,867	281,083	276,768
Intrabudgetary.....	---	---	---	---	---	---
Total, Offsetting receipts	879,867	281,083	276,768	879,867	281,083	276,768
Net Budget Authority/Outlays	196,616	341,927	332,277	179,325	320,833	310,982

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This includes receipts from the sale of public lands and materials with the following exceptions:

   a. Receipts from sale of timber from the public domain;

   b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road lands;

   c. Receipts from sale of lands and materials from Land Utilization project (LU) lands;

   d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn);

   e. Receipts from sale of Naval Petroleum and Oil Shale Reserves; and

   f. Receipts from sale of townsites in Reclamation projects.

   The account does include receipts from normal land sales (including Burton - Santini Act), and from vegetative and mineral materials sales (unless elsewhere classified). The estimates for FY 1983, FY 1984, and FY 1985 are based on anticipated receipts from sale of land and miscellaneous materials, including land to be offered for sale under the Burton-Santini Act. The estimate does not include any receipts from FLPMA land sales under the accelerated land sales initiative.

2. Non-Competitive Filing Fees - Mineral leasing filing fees are included here. An estimated $112.5 million in simultaneous oil and gas (SIMO) fees will be collected in FY 1984 and FY 1985. The SIMO estimate is based on anticipated receipt of 1.5 million filings at $75 per filing.

3. Fees and Commissions - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1985 an estimated $2.2 million in registration fees will be collected. The registration fee estimate is based on historical data.

4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and Acquired Lands Leasing Act including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

   The Minerals Management Service will assume responsibility for collection and distribution of royalty and rental mineral leasing receipts in FY 1984. Over-the-Counter rents and bonuses will continue to be collected by BLM.

5. Mineral Leasing, Outer Continental Shelf - This includes receipts from leasing of minerals on the Outer Continental Shelf of the United States. The responsibility for these collections was transferred to the Minerals Management Service in FY 1983.

6. Grazing Fees - Grazing receipts are collected in the following accounts:

a. Receipts from LU Lands, BLM. Includes receipts for grazing livestock on Land Utilization project (LU) lands acquired under the authority of the Bankhead - Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 3 or Section 15 of the Taylor Grazing Act.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

° Public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 (TGA) and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;

° Receipts collected by other agencies under cooperative agreements; and

° Crossing fees and trespass collections for Section 15 lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Grazing fees are based on the formula established in the Public Rangelands Improvement Act of 1978. The formula includes forage value index, private land lease rate, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee dropped in FY 1983 and, based on preliminary data, is expected to remain the same in fiscal years 1984 and 1985, causing a reduction in FY 1984 and 1985 receipts. The grazing fee for the 1983-84 grazing year (March 1, 1983 to February 28, 1984) is $1.40 per animal unit month (AUM).

Range Improvements Fee, Taylor Grazing Act. Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements fund. As provided in the Taylor Grazing Act and Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and maintenance of range improvements. Appropriations are made from receipts collected in the previous fiscal year.

7. Right-of-Way Leases - Includes annual rental on right-of-way permits.

8. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California Grant Lands (O&C) and from Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, sale of townsites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1982 - 85

(dollars in thousands)

	Actual	Estimate		
	FY 1982	FY 1983	FY 1984	FY 1985
Oregon and California Grant Lands	$78,597	$88,000	$115,000	$130,000
Coos Bay Wagon Road	2,458	5,000	3,400	4,400
Public Domain - Western Oregon	4,997	2,600	3,400	3,900
Public Domain - Other	1,349	7,400	8,100	9,500
	$87,401	$103,000	$129,900	$147,800

The estimate for Oregon and California Grant Lands timber assumes a 31 percent increase from FY 1983 to FY 1984 and a 13 percent increase from FY 1984 to FY 1985. The estimate for timber receipts from Coos Bay Wagon Road lands assumes a decrease from FY 1983 to FY 1984 as a result of the timber relief bill and a 30 percent increase from FY 1984 to 1985. These receipts are collected mostly as timber is harvested.

A surge in timber demand in FY 1982 caused an unexpected increase in timber cut from the readily accessible, low-lying slopes of the public domain in western Oregon. It is anticipated that less timber will be cut from these areas during the coming years as the supply is diminished and timber harvesting is shifted to other areas.

An unusually low amount of timber was harvested from public domain lands outside of western Oregon. It is expected that more timber will be cut from these areas as timber harvesting returns to historically normal levels.

9. Recreation/Entrance Use Fees - This includes special recreation use fees. Fees are collected primarily from Off-the-Road-Vehicle (ORV) events and from white water river rafting.

10. Miscellaneous Receipts - This includes receipts not otherwise classified. There are three major categories of miscellaneous receipts:

    a. Rent of land (for grazing, commercial, industrial and residential purposes, camp sites);

b. Revenues from special program services such as road user fees, right-of-way application processing fees, and Wild Horse and Burro fees collected from adopters; and

c. Fines, penalties and bond forfeitures.

Fiscal Year 1982 receipts included $81 million in interest on OCS escrow funds invested in U.S. Treasury securities. Revenues are transferred to the Minerals Management Service in FY 1983.

Fees for reimbursement of right-of-way processing expenses are expected to increase by $3.1 million from FY 1983 to FY 1984 due to increased cost recovery for right-of-way expenses. Wild Horse and Burro adoption fee receipts will increase by $800,000 in FY 1984. Fees are projected to remain at the same level in FY 1985 as in FY 1984.

Estimates for all miscellaneous receipts are expected to remain the same in FY 1985 as in FY 1984.

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau Land Management in Fiscal Years 1980, 1981, and 1982 and estimated receipts for Fiscal Years 1983, 1984, and 1985.

	Actual 1980	Actual 1981	Actual 1982	Estimate 1983	Estimate 1984	Estimate 1985
Sales, Public Land and Materials	$ 7,756,000	$ 4,829,000	$ 3,599,000	$ 14,100,000	$ 18,100,000	$ 21,100,000
Non-Competitive Filing Fees	28,594,000	43,831,000	107,500,000	86,800,000	112,500,000	112,500,000
Registration and Filing Fees	2,504,000	5,373,000	4,428,000	2,200,000	2,200,000	2,200,000
Mineral Leasing 1/	682,124,000	821,990,000	1,313,069,000	1,124,920,000	--- 2/	--- 2/
Mineral Leasing, Outer Continental Shelf	4,100,871,000	10,137,982,000	7,038,794,000	--- 3/	--- 3/	--- 3/
Grazing Fees	24,602,000	24,884,000	20,879,000	15,708,000	14,929,000	14,929,000
Right-of-way Leases	899,000	588,000	1,299,000	1,600,000	1,600,000	1,600,000
Timber Sales	216,110,000	215,744,000	87,401,000	103,000,000	129,900,000	147,800,000
Recreation/Entrance Use Fees	444,000	441,000	513,000	550,000	600,000	600,000
Miscellaneous Receipts	15,377,000	23,764,000	91,597,000	12,737,000	16,981,000	16,981,000
TOTAL	5,079,281,000	11,279,426,000	8,669,079,000	1,361,615,000	296,810,000	317,710,000

1/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies.
2/ Functions transferred to Minerals Management Service in FY 1984. There is a possibility that estimating of rents and bonuses will remain with BLM; decision is pending in the Department.
3/ Functions transferred to Minerals Management Service in FY 1983.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1982

State	Mineral Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	156,559					156,559
Alaska.....	23,001,066			3,198		23,004,264
Arizona.....	5,252,023	158,183	113,448	2,063		5,525,717
Arkansas.....	21,619,642					21,619,642
California.....	35,266,919	171,816	36,927	35,329		30,038,153
Colorado.....	37,995,290	68,279	127,660	13,743		38,204,972
Florida.....	65,473					65,473
Idaho.....	3,980,349	45,988	327,378	18,425		4,372,140
Kansas.....	644,292	144				644,436
Louisiana.....	750,594					750,594
Michigan.....	59,718					59,718
Mississippi.....	42,488					42,488
Montana.....	15,508,995	187,167	181,564	8,465	587,173	16,473,364
Nebraska.....	156,353	1,543				157,896
Nevada.....	11,466,047	43,417	535,284	64,658		12,109,406
New Mexico.....	151,703,796	273,201	386,830	9,551	17,743	152,391,121
North Dakota.....	4,606,899	10,014				4,616,913
Oklahoma.....	2,534,367	347			4,752	2,539,466
Oregon.....	1,495,405	60,399	269,796	97,622,433 1/	567,901	100,015,934
South Dakota.....	780,507	95,330		2,594		878,431
Utah.....	75,426,026		263,673	29,370	1,730	75,720,799
Washington.....	91,127	31,750		8,079		130,956
Wyoming.....	148,990,982	542,336	332,322	49,019		149,914,659
TOTAL	536,092,703	1,704,924	2,574,882	97,881,293	1,179,299	639,433,101

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

MANAGEMENT OF
LANDS AND RESOURCES

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Management of Lands and Resources
(14-1109-0-1-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	350,739	398,074	364,024	364,659
Outlays	332,233	381,018	346,186	346,937
FTE/Total	8,400	8,538	8,611	8,611

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	364,024	364,024	364,024	364,024	364,024
Current Policy	364,659	370,650	376,640	382,861	389,427
Outlays:					
Agency Request	346,186	346,186	346,186	346,186	346,186
Current Policy	346,937	352,636	358,335	364,254	370,501

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's five major operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include onshore energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1985 estimate is $364,024,000, a decrease of $34,050,000 from the FY 1984 estimate.

1. Onshore Energy and Minerals Management includes the resource evaluation, leasing and operational supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of the environmental impacts of proposed minerals development; and the implementation of measures to mitigate any adverse environmental effects. By Secretarial Order No. 3087, of December 3, 1982, the Secretary transferred from the Minerals Management Service (MMS) to BLM all responsibilities for mineral resource evaluation, regulation and lease supervision for onshore Federal minerals. This transfer consolidated all onshore minerals management functions previously divided between BLM and MMS (and its predecessor --the Conservation Division of USGS) into one organization. All onshore minerals revenue and royalty management responsibilities are consolidated in MMS. This consolidation will permit the BLM to obtain management efficiencies and improve service to the public and industry by having one bureau, down to the basic field unit, responsible for all pre-lease and post-lease minerals management activities, including permits, inspection and compliance and by integrating multiple-use land management planning for both surface and subsurface resources of the public lands.

   A. Energy Resources programs provide for additional post-leasing and inspection capability and issuance of 24,450 onshore oil and gas leases in FY 1985, remaining current on lease applications for BLM lands and continuing to work with other agencies to help eliminate their oil/gas lease issuance backlog. The FY 1985 coal program will include a competitive coal lease sale in the Fort Union coal region and completing planning efforts for two FY 1986 coal lease sales. The FY 1985 budget provides funding for completing coal resource pre-sale evaluations including field inspections, compilation of Bureau and industry data and analysis of all economic, social and environmental data for the determination of presale values. In the coal program there will be reductions in the number of activity plans, environmental impact statements, coal lease exchanges, land use planning studies, and preference right lease applications processed. In FY 1985, BLM will offer all unleased Known Geothermal Resource Area (KGRA) lands at competitive geothermal lease sales; process noncompetitive

lease applications within 90 days of receipt; make available previously leased land within 90 days; and provide a timely response to all geothermal exploration and development proposals. In addition, BLM will prepare for and possibly hold one hydrocarbon competitive lease sale and conduct activity planning in preparation for one potential oil shale permanent program lease sale in Colorado and one in Utah in FY 1986. Applications for conversion of existing oil and gas leases and mining claims in special tar sands areas to combined hydrocarbon leases will be processed.

B. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety materials such as sand and gravel; and the administration of programs relating to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents. The number of mineral material sales and free use permits will be increased. Funds are included to inventory hazardous waste sites to comply with provisions of the Comprehensive Environmental Response Compensation and Liability Act (CERCLA). The number of mining plans of operation reviewed will also be increased. Funds are also included to provide economic and policy analysis to assure that programs are cost effective and that fair market value is received by the Government from mineral leasing.

2. Lands and Realty Management

A. The Realty Operations program in FY 1985 includes the processing of all non-cost reimbursable applications for energy right-of-way projects. Cost recovery through a fee schedule is being applied to the nonenergy rights-of-way projects. Also, the Nonenergy Realty program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State Indemnity Selections, Desert Land Entries, Navajo-Hopi land settlement and others. FLPMA public land sales of an estimated 250,000 acres are scheduled in FY 1985. In Alaska, 3.5 million acres of native conveyances, 4.2 million acres of State of Alaska conveyances and about 2,000 Native allotment parcels will be processed. Various provisions of the Alaska National Interest Lands Conservation Act will be implemented. The BLM's implementation of an automated land and mineral records system will be continued and increased in FY 1985. Additional States (Oregon and Utah) are being phased into the Phase II schedule of program development and data collection.

B. The Withdrawal Processing and Review program in FY 1985 emphasizes review of other agency withdrawals; processing of new withdrawal applications; conducting an intensive "de facto" withdrawal inventory; and reviewing water power and water storage classifications.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, preservation and sustained yield management of the natural resources on the public lands.

A. The Forest Management program provides for the management, development, protection, and sustained yield of timber products on more than 1.5 million acres of public domain commercial forest land. The 1985 sales objective on lands outside western Oregon is 92 million board feet, with an estimated sale value of approximately $13 million.

B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of wild horses and burros on the public lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, the control of populations to prevent deterioration of range conditions, and the humane care and treatment of animals through an adoption program. The FY 1985 program will permit BLM to remove 10,000 excess animals from the public lands, adopt 7,750 animals, provide an adequate level of herd management for animals remaining on the public lands, and perform compliance to ensure animals are treated humanely.

(2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements. Within the base level, inventories in advance of EIS's will continue to decrease as the peak workload is past. Monitoring will be increased to strengthen the Bureau's data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements. To the extent feasible, improvements will incorporate private cost sharing in relation to private returns from the investments. Utilization of cooperative mnagement agreements, which provide the livestock operator additional responsibility and flexibility in livestock management, will encourage private and other interests to contribute to prudent rangeland investments.

C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; and gathering soil, water and air quality data necessary

to make management decisions on grazing, timber, and energy development. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development is increased and will be targeted to correcting unsafe conditions and protecting human health and property. Funding is also provided to file an estimated 4,825 water rights claims needed for program purposes.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and state wildlife agencies responsible for species management; and the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. Emphasis will continue to be on monitoring and inventory. In addition funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.

E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.

(1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural and natural history resources on public lands. Emphasis will be on protection of cultural resource sites, with the number of major protection projects increased from 36 to 47 and the number of interim protection efforts increased from 78 to 170.

(2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law. The peak workload on studies is in FY 1984, so emphasis in FY 1985 shifts to activity planning and management of designated wilderness areas. By the end of FY 1985 the major study efforts by BLM will be completed.

(3) Recreation Resources Management focuses on three national conservation areas (including the California Desert), one national recreation area, over 100 areas where recreation use is heavily concentrated, 12 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles), and more

hunting and off-road vehicle (ORV) opportunities on BLM managed lands than on lands administered by any other Federal or state agency. The FY 1985 budget provides for an increase in visitor assistance, use supervision, permit issuance and management, and activity planning. The Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or closure of recreation sites that are of greater significance locally than nationally.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires. The FY 1985 program proposes an increase reflecting a need for additional maintenance and replacing 20 GSA pumper vehicles with Bureau owned vehicles to be placed in the working capital fund.

4. Planning and Data Management includes land use planning and automated data management.

   A. Planning provides for the development of resource management plans to provide a basis for decisions for energy and mineral production, rangeland management, FLPMA land sales, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

   B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the agency's programs, including both administration and natural resource management. This program will support the Automated Lands and Minerals Records System.

5. The Cadastral Survey program includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land managing agencies.

   In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act; and for Native townsites, Native allotments, and entitlements under the Alaska Native Claims Settlement Act; and other special purposes. The FY 1985 program for Alaska will, in addition to conducting surveys on 2,500,000 acres of native selections, 170,000 acres of State selections, and 360 native allotment parcels, conduct surveys on the required areas mandated in the Alaska Railroad Transfer Act.

   Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. The FY 1985 program for these states will survey the same acreage as in FY 1984.

6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters and varies from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through supplemental appropriation.

7. The Technical Services program includes resource protection, maintenance, and engineering services.

   A. The Resource Protection program provides for the enforcement of laws and regulations governing the management, use, and protection of public lands through cooperative agreements with state, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger force in the California Desert. The FY 1985 program will continue with cooperative agreements and investigation of a variety of cases including resources theft, unauthorized use, mistreatment of wild horses and burros, and other violations. BLM will also launch a major effort on marijuana eradication in the Western States primarily through cooperative agreements, a user safety and public awareness program, employees safety program, and law enforcement and detection.

   B. The Maintenance and Engineering Services program provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, specifications writing, contract administration, construction cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations. The FY 1985 program proposes to consolidate sign shop operation into one facility.

8. General Administration includes executive direction and management, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, legislation and regulations management, congressional liaison, and information and public participation. Bureauwide fixed costs consisting of space leasing, postage, communications, household moves for transfer of duty stations, unemployment and workers compensation, and Departmental Services are also funded under General Administration. The proposed increase for FY 1985 is primarily attributable to increases in Bureau-wide fixed costs such as space rental, communications, postage, and unemployment compensation.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$348,074,000]. $364,024,000

(16 U.S.C. 594; 30 U.S.C. 181 et. seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a,b,d-f, 1701; 78 Stat. 986; Public Law - , making appropriations for the Department of the Interior and Related Agencies, 1984.)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

Appropriation language and citations:

1. For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$348,074,000] $364,024,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
H.R. 3363

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles, or other insects, timber owned by the United States upon the public lands.

30 U.S.C. 181 et seq. provides for the disposition of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359 provide for the disposition of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposit.

43 U.S.C. 2 provides that the Secretary of the Interior or such officer as he may designate shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

34 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary or such officer as he may designate shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315 provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which in his opinion are chiefly valuable for grazing and raising forage crops.

43 U.S.C. 1181 a, b, d-f provide for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq. provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, and exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

78 Stat. 986 provides for the classification of certain lands exclusively administered by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

H.R. 3363, which is the FY 1984 Appropriations Bill for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Management of Lands and Resources

Summary of adjustments to base:	(Dollar amounts in thousands) FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984	---	---	8,538	398,074
Transfers:			---	---
Transfer to Departmental Management, Office of the Secretary (Office of Aircraft Services):				
Transfer from Energy Resources, Oil and Gas Leasing	---	-100		
Transfer from Renewable Resources Management, Wilderness Management	---	-159		
Transfer from Cadastral Survey, Alaska	---	-200		
Transfer from Firefighting and Rehabilitation, Firefighting and Presuppression	---	-565		
Transfers within account:			---	---
Transfer to Lands and Realty Management, Realty Operations (Non-energy Realty)	+59	+5,500		
Transfer from Non-energy Minerals, Mining Law Administration	-15	-1,000		
Transfer from Renewable Resources Management, Recreation Management (Cultural Resources Management)	-16	-2,000		
Transfer from Planning and Data Management, Planning	-24	-1,500		
Transfer from General Administration, Administrative Services Support	-4	-1,000		
Other increases and/or decreases:				
Employees compensation fund (BEC)	---	+66		
Unemployment compensation repayments	---	+1,653		
Rent payments to GSA (SLUC)	---	+3,234		
One additional workday in FY 1985	---	+815		
Firefighting and Rehabilitation, Firefighting and Presuppression	---	-50,000		
Subtotal, adjustments to base				-45,256
1985 Base Budget			8,538	352,818
Program changes (changes to base budget, detail below)			+73	+11,206
Total Requirements (1985 Estimates)			8,611	364,024

Comparison by activities/ subactivities	1983 Actual FTE-T	1983 Actual Amount	1984 Budget FTE-T	1984 Budget Amount	1985 Base FTE-T	1985 Base Amount	1985 Estimate FTE-T	1985 Estimate Amount	Inc(+)Dec(-) From 1984 Budget FTE-T	Inc(+)Dec(-) From 1984 Budget Amount	Inc(+)Dec(-) Over 1985 Base FTE-T	Inc(+)Dec(-) Over 1985 Base Amount
MANAGEMENT OF LANDS AND RESOURCES												
Onshore Energy & Minerals Management												
Energy Resources	1288	55417	1570	61378	1570	61482	1589	64892	19	3514	19	3450
Non-Energy Minerals	341	11955	405	15115	390	14160	431	16060	26	945	41	1900
Subtotal	1629	67372	1975	76493	1960	75602	2020	80952	45	4459	60	5350
Lands and Realty Management												
Realty Operations	947	32470	915	35391	974	40999	1003	42299	88	6908	29	1300
Withdrawal Processing & Review	132	4098	113	3529	113	3542	137	4692	24	1163	24	1150
Subtotal	1079	36568	1028	38920	1087	44541	1140	46991	112	8071	53	2450
Renewable Resources Management												
Forest Management	151	5636	167	6112	167	6130	167	6130	0	18	0	0
Range Management	1017	39630	883	32634	883	32725	883	32725	0	91	0	0
Soil, Water and Air Management	283	16976	253	11595	253	11622	253	11622	0	27	0	0
Wildlife Habitat Management	346	15160	275	11515	275	11548	272	11448	-3	-71	-3	-100
Recreation Management	459	23265	424	17410	408	15297	405	15706	-19	-1704	-3	409
Fire Management	150	9334	142	7446	142	7461	142	7911	0	465	0	450
Subtotal	2406	110001	2144	86712	2128	84779	2122	85538	-22	-1174	-6	759
Planning and Data Management												
Planning	207	8704	263	11991	239	10513	184	8263	-79	-3728	-55	-2250
Data Management	202	12932	211	13914	211	13937	220	15187	9	1273	9	1250
Subtotal	409	21636	474	25905	450	24450	404	23450	-70	-2455	-46	-1000
Cadastral Survey												
Alaska	160	9992	162	10180	162	9957	167	10307	5	167	5	350
Other States	314	11602	304	10707	304	10739	304	10739	0	32	0	0
Subtotal	474	21594	466	20847	466	20696	471	21046	5	199	5	350
Firefighting and Rehabilitation												
Firefighting and Presuppression	887	4150	894	4150	894	3585	894	4150	0	0	0	565
Rehabilitation	11	600	12	600	12	600	12	600	0	0	0	0
Subtotal	898	4750	906	4750	906	4185	906	4750	0	0	0	565
Technical Services												
Resource Protection	25	2022	25	2036	25	2038	30	3338	5	1302	5	1300
Maint. & Eng. Services	242	10931	214	9741	214	9764	216	10264	2	523	2	500
Subtotal	267	12953	239	11777	239	11802	246	13602	7	1825	7	1800
General Administration	1238	75865	1306	82670	1302	86763	1302	87695	-4	5025	0	932
TOTAL REQUIREMENTS	8400	350739	8538	348074	8538	352818	8611	364024	73	15950	73	11206
Fire Supplemental	0	0	0	50000	0	0	0	0	0	-50000	0	0

09/13/83

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

Appropriation: Management of Land and Resources

Transfers:

Transfer to Departmental Management, Office of the Secretary of $1,024,000 for aircraft services. In FY 1985, it is proposed that certain costs of the Office of Aircraft Services be funded in the Departmental Management appropriation. The amount being transferred represents the current estimate of the Bureau of Land Management's prorata share of these costs.

- $100,000 from Oil and Gas Leasing
- $159,000 from Wilderness Management
- $200,000 from Cadastral Survey (Alaska)
- $565,000 from Firefighting and Presuppression

Transfers within an account:
In FY 1984, funding for land sales was covered in several activities. For the FY 1985 base funding is being concentrated in one activity. This results in a transfer of $5,500,000 into Realty Operations (Non-energy Realty)

- $1,000,000 and 15 FTE from Non-Energy Minerals (Mining Law Administration)
- $2,000,000 and 16 FTE from Recreation Management (Cultural Resource Management)
- $1,500,000 and 24 FTE from Planning and Data Management (Planning)
- $1,000,000 and 4 FTE from General Administration (Administrative Services Support)

Adjustment for other increases and/or decreases:

Employees Compensation Fund ..... +$66

The increase in the repayment to the Employees Compensation Fund is the result of higher costs in the 1983-84 expense period. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, in FY 1985 funds pursuant to Public Law 94-273.

Unemployment Compensation Payments ..... +$1,653

The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985 pursuant to Public Law 96-499.

Rent Payments to GSA (SLUC) ..... +$3,234

The GSA conducted a Fair Annual Rental (FAR) appraisal for 1985 which resulted in increases over the 1984 rates. The FAR estimate of $25,218,000 for 1985 rent payments to GSA was subtracted from the 1984 estimate of $21,284,000 for an increase of $3,934,000.

One more workday in FY 1985 ..... +$815

The increase for personnel compensation results from there being one more workday in FY 1985 than in FY 1984 for most full-time employees.

Firefighting and Rehabilitation in FY 1985..... -$50,000

The decrease is the amount of the estimated Firefighting and Rehabilitation Supplemental included in FY 1984.

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Energy and Minerals Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Energy Resources	$55,417	$61,378	$61,378	$61,442	$64,892	+$3,450
Nonenergy Minerals	11,955	15,115	15,115	14,160	16,060	+1,900
TOTAL	$67,372	$76,493	$76,493	$75,602	$80,952	+$5,350

Justification of Program and Performance

Activity: Onshore Energy and Minerals Management
Subactivity: Energy Resources

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Oil and Gas	$	37,267	37,275	42,275	+5,008	+5,000
	(FTE-T)	(956)	(956)	(1,045)	(+89)	(+89)
Coal	$	18,248	18,287	16,737	-1,511	-1,550
	(FTE-T)	(453)	(453)	(383)	(-70)	(-70)
Geothermal	$	3,197	3,207	3,207	+10	---
	(FTE-T)	(96)	(96)	(96)	(---)	(---)
Oil Shale/Tar Sands	$	2,666	2,673	2,673	+7	---
	(FTE-T)	(65)	(65)	(65)	(---)	(---)
Total Requirements	$	61,378	61,442	64,892	+3,514	+3,450
	(FTE-T)	(1,570)	(1,570)	(1,589)	(+19)	(+19)

Authorizations

30 U.S.C. 181 et seq. P.L. 66-146	The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
42 U.S.C. 4321, 4331-4335, 4341 - 4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).
P.L. 94-377	The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 1001 P.L. 91-581	The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal resources.
P.L. 97-78	The Combined Hydrocarbon Leasing Act of 1981 directs the development of tar sand deposits by authorizing issuance of oil and gas leases that include tar sands and the conversion of certain existing oil and gas leases and mining claims to combined hydrocarbon leases.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases which includes, in addition to revenue accountability, provisions pertaining to onshore field operations, inspections, cooperation with States and Indian tribes, duties of lessees and other lease interest owners, transporters and purchasers of oil and gas, reinstatement of onshore leases terminated by operation of law, and requiring the Secretary to study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
25 U.S.C. 2102	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

Secretarial Order No. 3087 (December 3, 1982, as amended February 7, 1983)	Organizational Restructuring of the Department of the Interior Minerals Management Functions Consolidates all of the onshore minerals resource evaluation functions and onshore mineral lease supervision and regulation functions of the Minerals Management Service (MMS) with the onshore mineral leasing functions of the Bureau of Land Management. All minerals revenue collection (except filing fees), royalty management and mineral receipt distribution functions were placed in the MMS. The purpose of this consolidation was to provide a single agency (BLM) that had full responsibility for onshore mineral leasing and operations, to provide better service to industry and the public by having one agency to contact regarding all onshore minerals activities, and to have a single resource manager responsible for multiple use planning and management of both surface and subsurface resources.

OIL AND GAS

Objectives

° Continue to complete processing of lease offers on BLM lands within six months of receipt (i.e., allow no backlog to develop).

° Make land available for oil and gas development by issuing leases and processing notices of intent (NOI's) to conduct geophysical exploration and applications for permits to drill (APD's) and associated rights-of-way within 30 days.

° Open non-North Slope land in Alaska to oil and gas leasing. Hold one competitive sale in the National Petroleum Reserve - Alaska (NPR-A).

° Process assignments within 90 days of receipt.

° Coordinate with the data management and nonenergy realty programs as they continue to automate Federal land status and lease records to enhance BLM's land management abilities and provide faster and more reliable service and information to the public.

° Work with other surface management agencies to help alleviate their oil/gas lease issuance backlog.

° Classify Federal lands as to oil and gas potential development and evaluate specific tracts offered for sale by competitive leasing.

° Approve and supervise the on-site operations of lessees to ensure that operations are consistent with sound conservation practices for the protection of the mineral resource, the environment and other resources.

° Conduct production verification checks on Federal and Indian lands to assist in collection of proper royalties.

° Conduct technical and administrative reviews and approve/disapprove other operator proposals such as unitization, communitization, and gas storage and other operator proposals for oil and gas operations.

° On the basis of established priorities, conduct drilling, production, and surface protection inspections to assure clean environment, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian Tribes and allottees.

° Prepare geologic reports and economic evaluations on oil and gas potential for proposed land exchanges and conveyances.

° Perform Natural Gas Policy Act category determinations for Federal and Indian leases to establish the differentiation required by NGPA regulations.

° Conduct drainage protection reviews and analyses on Federal and Indian lands. This may involve requiring operators to drill protective wells or to pay compensatory royalty.

° Monitor Diligent Development on Indian Lands to assure that leases and development contracts are timely developed for production and not allowed to languish.

° Conduct economic and policy analyses related to oil and gas leasing and lease administration.

° Ensure environmental protection from hazardous materials resulting from oil and gas exploration and development activities.

Base program

Base funding for oil and gas program is $37,275,000 and 956 FTE-T.

It is estimated that the Nation's proven oil reserves amount to about 35 billion barrels, of which about 5.0 percent are estimated, based on production, to be on Federal and Indian lands. Total remaining recoverable gas reserves are estimated at 208 trillion cubic feet, of which about 6.6 percent are estimated, based on production, to be on Federal and Indian lands. The rate of growth of the number of new Federal and Indian leases and wells in production has been between 5 and 10 percent per year for the past 25 years. As the number of producing wells grows, field work associated with post-lease activities continues to increase.

Oil and gas leasing is done both competitively and non-competitively. Competitive leasing takes place for lands designated as Known Geologic Structures (KGS) in the Continental U.S. and Favorable Petroleum Geologic Provinces (FPGP) in Alaska. Non-competitive leases are issued to the first qualified applicant for lands that have not previously been leased and that are not in a KGS or FPGP. For lands that have previously been leased in the Continental United States and are still not in a KGS, new non-competitive leases are issued after a simultaneous filing period; the potential lessee is selected by computerized random drawing. Drawings

are held bi-monthly and result in approximately 9,600 leases annually. All drawings are being conducted by BLM's Wyoming State Office using the automated drawing system.

Due to a 1980 regulatory change increasing the maximum size of non-competitive leases from 2,560 acres to 10,240 acres, the average size of non-competitive leases increased from 1,100 acres in 1980 to 2,158 acres in 1981. In FY 1982, the average lease size was 2,055 acres. In FY 1982, more than 21,000 leases were issued covering more than 54.9 million acres. This high rate of leasing was made possible, in part, by the elimination of the lease application backlog for applications on BLM land during FY 1982 and FY 1983. Competitive leases can be up to 640 acres in Continental U.S.; up to 2,500 acres in non-North Slope Alaska; and up to 60,000 acres in NPR-A.

The oil and gas program generates receipts from bonuses, rentals and royalty payments. The receipts from the lower 48 states and NPR-A leasing are divided equally between the Treasury and the States in which the leased lands are located. Receipts from non-NPR-A areas in Alaska are divided on the basis of ninety percent to the state and ten percent to the General Fund of the Treasury. The total receipts from onshore oil and gas leasing during FY 1982 were $1,070.9 million. Estimated receipts for FY 1983 through FY 1985 are shown below. Starting in mid-FY 1984, the MMS will be the responsible agency for collecting, accounting for, and distributing all onshore mineral receipts (except first year rentals and filing fees). The lease supervision and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalties are paid since a part of this function involves the validation of actual production occurring from various leases and providing these data to MMS for its royalty accounting system.

Onshore Oil and Gas Receipts
($ million)

	Actual FY 1982	Estimated FY 1983	Estimated FY 1984	Estimated FY 1985
Bonuses and rents	364.1	172.6	202.9	298.3
Royalties	706.8	809.0	735.0	891.0
	1,070.9	981.6	937.9	1,189.3

In addition simultaneous oil and gas filing fees amounted to $107.5 million in receipts in FY 1982 and are estimated to be $86.8 million in FY 1983 and $112.5 million in FY 1984 and FY 1985. Filing fees are collected by the BLM and deposited directly into the General Fund of the Treasury.

During FY 1983 the Bureau, in conjunction with MMS, implemented the Onshore Oil and Gas Lease Inventory and Inspection System (OGLIIS). The Federal Oil and Gas Royalty Management Act of 1982 authorized the Bureau to conduct oil and gas production inspections for site security, measurement of production, onsite operations safety, etc. The OGLIIS (referred to as MS-1) provides a computerized support system for Bureau field technicians to perform the responsibilities under the Act and to insure that inspections are conducted efficiently and at regular intervals to correct deficiencies and minimize oversight of inspection requirements.

In FY 1983, the Bureau and MMS are coordinating the development and implementation of the Production Accounting and Auditing System (PAAS) for the administration of royalty payments. The PAAS is designed to report production against royalty payments to validate that the payor remittance to MMS is accurate. BLM will solve discrepancies in payments by performing inspections of all wells for which a PAAS exception is determined.

Base program activities include emphasis on identifying KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for lease, exchange or conveyance, determining adequacy of bids submitted in competitive sales, issuing leases, processing assignments, and approving and supervising post-lease operations. Post-lease workload includes reviewing and approving applications for permits to drill (APD). Inspections of industry operations and facilities are conducted on both a scheduled and random basis to help ensure compliance with permit stipulations and regulations and to protect the government and Indian tribes and allottees from unauthorized removal of oil from Federal/Indian wells and production facilities. Other base program work involves inventorying lands for oil and gas development and providing data for land use planning.

The base program will allow the Bureau to hold at least one NPR-A sale and issue leases within 180 days of application on Alaska lands opened to noncompetitive oil and gas leasing. Post-lease supervision will increase as lease holders from the first three NPR-A sales (2 held in FY 1982 and 1 in FY 1983) begin operations.

Capability in the base program will also be directed to certain actions on Indian lands. The Bureau's role prior to lease sales on Indian lands is advisory. While BLM may make recommendations concerning resource evaluation matters, most pre-sale activities are carried out virtually exclusively by BIA and the Indian Tribes. When requested, recommendations as to high bid acceptability are provided. The BLM role on Indian lands becomes substantial once a lease is issued and exploration, development, and production take place. All operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of non-compliance to the operator. Other determinations (e.g., recommendation on royalty on oil and gas lost) are normally accepted but tribes retain the right to make their own decisions.

The workload table below shows the various elements of the planned oil and gas program workload.

Workload Measure	FY 1983 Actual	FY 1984 Estimate	FY 1985 Base
Parcels posted	9,600	9,600	9,600
SOG leases issued	9,600	9,600	9,600
SOG filings (million)	1.16	1.5	1.5
Over-the-counter leases processed	13,000	13,700	13,700
APD's processed	4,000	4,000	4,000
Competitive leases	685	800	800
Pre-lease EA	800	350	350
Categorical exclusion	22,000	20,000	20,000
Assignments processed	45,000	47,950	47,950
Notices of intent processed (geophysical)	1,500	1,700	1,700
Notices of completion	1,500	1,700	1,700
Bonds processed	2,000	2,450	2,450
Abandonments processed	1,000	1,040	1,040
Inspections conducted	35,000	35,800	35,800
Other operator proposals processed	22,650	22,650	22,650
Tract evaluation	925	1,050	1,050
Inventory (000 acres)	3,061	1,300	1,300
GEM (000 acres)	1,036	642	642

Increase for FY 1985

	FY 1985 Base	FY 1985 Estimate	Difference
$	37,275	42,275	+5,000
(FTE-T)	(956)	(1,045)	(+89)

A total increase of $5.0 million and 89 FTE is proposed for FY 1985. The increase is composed of the major components as described below.

Pre-Operations Workload (+1,300,000 and +27 FTE)

Of the $1.3 million and 27 FTE increase in pre-operations workload, $740,000 and 19 FTE are needed to perform lease adjudication, prelease environmental review, and resource evaluation actions. This increase allows the BLM to meet continued increases in all aspects of the leasing program in order to accommodate a modest increase in the number of leases which will be issued both competitively and through over-the-counter filings. $60,000 and 4 FTE are required to process additional assignments of existing leases. $500,000 and 4 FTE will be utilized in Geology, Energy and Minerals (GEM) assessment for multiple use management.

Energy Economic and Policy Analysis (+$450,000 and + 6 FTE)

$450,000 and 6 FTE are requested to provide economic and policy analysis across the spectrum of BLM energy resources management. This level will allow the Bureau to consolidate and expand the capabilities of existing economic and policy analysis functions in public energy resource management. Particular attention will be given to sharpening predictability, accuracy, validity and timeliness of analyses through expansion of modelling capablity-refinement of market and resource assessment technique and integration of current programs into a core group of highly sophisticated expertise. For greater cost effectiveness, the group will also work with similar non-energy mineral activities. These economic and policy analysis and resource assessment activities will address issues such as determining the size and value of the energy resource base on public lands, modifying procedures for identifying resources available for development, evaluating cost effectiveness of the systems under which they are offered for lease or sale to assure sound, timely development and providing a fair return to the Nation. The effort will also analyze the post sale effectiveness of the lease and the conditions under which development occurs. This staff will provide assistance and advice to individual energy program managers and feedback on overall energy program strategy for the directorate.

Post-lease and Operational Workload (+$3,250,000 and + 56 FTE)

The majority of the funding increase will be devoted to post-lease actions in response to industry demands, the Linowes Commission Report, and recent legislation such as the Indian Minerals Development Act of 1982.

Industry determines where and when new activity will occur, and BLM must have adequate capability to process permits for industry proposals in a a timely manner. During FY 1985 we expect the number of Applications for Permit to Drill (APD's) to increase by approximately 7.5 percent. In addition, the steady annual increase of between 5 and 10 percent in the number of wells and leases in production results in an increase in the workload associated with production. $1.3 million and 19 FTE are required to address these growing workloads. Of this $570,000 and 6 FTE are needed to process APD's and $730,000 and 13 FTE are required to process operations proposals including new well starts, unitization, communitization, followup unit actions, approval of plans of development, well workovers, drainage reviews, and Natural Gas Policy Act applications.

The workload in inspections of producing leases is also affected by the 5-10 percent annual growth in the number of leases in production. In response to the Linowes Commission Report, an inspection and enforcement strategy has been designed to make the most efficient use of Federal personnel and funding available. This strategy involves establishing priorities and eliminating redundancies through use of statistical sampling methods and cooperative arrangements with states, Indian Tribes, and other surface managing agencies. The criteria to be used in establishing priorities include the following: potential for significant revenue losses; operators' compliance profile; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory, or other mandatory requirements for inspection, e.g., predrilling inspection needed for approval of an APD.

These criteria will be applied to all leases in determining priorities. However, a single criterion may dominate the inspection priority on a particular lease, such as the potential for a significant loss of revenue or the presence of a significant aquifer. The timing and frequency of lease inspections on Federal lands will be scheduled according to the availability of personnel and funds and will be directed to the highest priority leases first. The Federal Oil and Gas Royalty Management Act (FOGRMA) requires at least an annual inspection of those leases which produce or are expected to produce significant amount of oil and gas and those leases with a history of noncompliance.

Inspection work related to diligent development of oil and gas on Indian lands will increase in FY 1985. All productive, but not yet fully developed, Indian oil and gas leases will be comprehensively reviewed at least once annually as to how diligently the lessees have developed their leases on Indian lands. If diligence is not evident, actions will be taken to secure development or release of undeveloped leases or portions of leases.

To accommodate the FY 1985 workload for inspections and compliance work to verify conformance with lease stipulations designed to protect surface resources, an increase of $1,950,000 with an associated 37 FTE is required. A significant aspect of the inspection/compliance workload is assuring the protection of the citizens and public lands from any hazardous substances associated with oil and gas activities, in compliance with Bureau responsibilities under both the Resource Conservation and Recovery Act of 1976 and the Comprehensive Environmental Response Compensation and Liability Act of 1980. FY 1985 activities relating to hazardous substances include training of employees as well as on-the-ground monitoring.

The workload measures which will be accomplished at the FY 1985 Estimate funding level are as follow:

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase(+) or Decrease(-)
Parcels posted	9,600	9,600	---
SOG leases issued	9,600	9,600	---
SOG filings (million)	1.5	1.5	---
Over-the-counter leases issued	13,700	13,800	+100
APD's processed	4,000	4,300	+300
Competitive leases	800	1,050	+250
Pre-lease EA	350	400	+50
Categorical exclusion	20,000	20,000	---
Assignments processed	47,950	50,400	+2,450
Notices of intent processed (geophysical)	1,700	1,625	-75
Notices of completion	1,700	1,625	-75
Bonds processed	2,450	2,650	+200
Abandonments processed	1,040	1,100	+60
Inspections conducted	35,800	42,400	+6,600
Other operator proposals processed	22,650	24,125	+1,475
Tract evaluation	1,050	1,200	+150
Inventory (000 acres)	1,300	1,300	---
GEM (000 acres)	642	2,300	+1,658

The above estimates have been refined as much as possible and represent the amount of work that can be accomplished at the requested budget level. These estimates were made during a time when: 1) the mineral responsibilities of two agencies are being merged; and, 2) the responsibilities of new legislation, court orders, etc. are being defined. As a result, in the future, estimates of workload demand may need more refinement. The following could cause changes in such estimates:

- additional efficiencies resulting from one-stop leasing;
- a federal court ruling which may result in a redefinition of KGSs;
- costs related to cooperative agreements resulting from Section 202(a), delegations resulting from Section 205(a) or contracts resulting from Section 301(c), of the FOGRMA for inspection work;
- Federal Energy Regulatory Commission pending rules affecting category determinations and operations permits; and
- additional assistance responsibilities resulting from the Indian Mineral Development Act of 1982.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Pet. Engineering Technician	5/10	22	$477,000
Pet. Engineer	9/13	20	566,000
Pet. Geologist	9/13	22	622,000
Clerk-Typist	3/5	10	116,000
Natural Resource Specialist	12/13	7	218,000
Policy Analyst	13/14	3	98,000
Economists	12/13	3	93,000
Para-Legal Specialist	9/11	2	35,000
Full-time Equivalent - Total		89	$2,225,000
Personnel benefits			267,000
Travel and transportation of persons			300,000
Transportation of things			275,000
Other services			1,433,000
Supplies and materials			150,000
Printing			150,000
Equipment			200,000
Total			+$5,000,000

Objectives

- Maintain orderly process for the leasing of Federal in Federal coal production regions;
- Ensure Federal coal resources are available for efficient coal development and meet market driven demands for coal reserves consistent with land-use planning and acceptable reclamation procedures;
- Maintain an inventory of data on in-place coal reserves for competitive leasing. Complete evaluations of coal tracts for sale including field investigations, compilation of Bureau and industry data and the analysis of all economic, social and environmental data for the determination of lease values.
- Continue activity planning in support of second and third round lease sales in designated Federal coal production regions;
- Meet known short-term coal needs by expeditiously processing leases needed to maintain existing production or to avoid bypassing Federal tracts;
- Process the outstanding coal preference right lease applications (PRLA's) in compliance with the Secretary's decision to complete processing of all PRLA's by December 1, 1984;
- Expeditiously process requests for leasing by application;
- Investigate and resolve Federal coal trespass cases and take all necessary actions to prevent future trespass;
- Process on a timely basis all coal lease readjustment responsibilities;
- Review, approve and inspect industry operations related to coal exploration, development and production with specific emphasis on conservation, logical mining units, and maximum economic recovery;
- Monitor leases for achievement of diligent development and continued operations.
- Review, approve, and inspect exploration and development and production operations on Indian lands and provide technical assistance to tribes and BIA;
- Conduct production verification checks on Federal and Indian lands; and
- Comply with NEPA requirements for exploration activities on Federal and Indian lands.

Base program

Base funding for the Coal program is $18,287,000 and 453 FTE-T.

The BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 10 percent. As of August 31, 1983, there were 631 Federal leases covering 954,202 acres. As of October 1982, there were an estimated 17.7 billion tons of recoverable reserves involving Federal lands and private lands with Federal subsurface ownership. There were 116 producing leases in FY 1982. Production from those leases (108.0 million tons) amounted to 17 percent of total U. S. production. Coal production from Federal lands has increased from 12 million tons in 1970 to 108 million tons in 1982.

Total receipts from Federal coal production were $51.6 million in FY 1981 and $70.9 million in FY 1982. The estimated receipts are $98.2 million for FY 1983, $188.5 million for FY 1984, and $256.9 million for FY 1985. The increase, as noted below, is the result of higher bonuses from increased leasing and increased coal production. Starting in mid-FY 1984, receipt collection, accounting and distribution will be the responsibility of the MMS.

Coal Receipts
($ millions)

	Actual FY 1982	Estimated FY 1983	Estimated FY 1984	Estimated FY 1985
Bonuses	7.2	31.5	76.0	97.0
Royalties	61.0	65.0	110.0	157.0
Rent	2.7	1.7	2.5	2.9
Total	70.9	98.2	188.5	256.9

The number of regional coal lease sales varies from year to year, which affects base workload and associated funding. In FY 1982, there were seven coal lease sales with 63,726 acres offered containing 1.4 billion tons of recoverable coal reserves. Leases were issued covering 32,739 acres. In addition to these regional sales, nine tracts totaling 11,015 acres were leased by applications, and 16 PRLA's totaling 33,274 acres were processed to lease issuance in FY 1982. One regional coal lease sale was held in FY 1983, five sales are planned in FY 1984 and one sale in FY 1985.

The classification and mineral evaluation of Federal lands for potential coal leasing is presently accomplished by the acquisition, analysis, and interpretation of geologic data. In addition, comparability analyses and appraisal studies are made, and data are gathered for use in the evaluation of tracts for competitive leasing or exchange.

At the base funding level, activity planning will be conducted to support a second-round lease sale that will be held in FY 1985 plus two third-round sales scheduled in FY 1986 as shown below.

Coal Region	Second-Round Sale	Third-Round Sales
Fort Union	4th Quarter-FY 1985	
Powder River		1st Quarter-FY 1986
San Juan River		4th Quarter-FY 1986

Sale procedures were implemented in July 1983 which expedite the coal lease sale process while meeting the legal requirements to obtain Fair Market Value (FMV) for Federal coal resources. Future improvements to this process may result from the recommendations of the Commission on Fair Market Value policy for Federal Coal Leasing.

Pending the final recommendations of the Commission's Report the BLM will conduct coal lease sales by means of sealed bids. Qualifying bids are those which meet or exceed the minimum bid. The notice indicates that the minimum bid for a lease does not necessarily constitute an acceptable FMV bid and that determination of FMV will be made after the sale on the basis of bidding results and our presale estimate of value.

All high qualifying bids will be reviewed to determine whether the test for FMV is met. Major features of the new procedures include the following:

- Pre-sale estimates of fair market value will be prepared by BLM, using standard appraisal practices. No such estimates were required under the interim procedures;
- measures have been developed to safeguard and not disclose publicly the pre-sale estimates, the number and amount of sealed bids submitted, and the identity of bidders prior to the lease sale;
- a notice of sale will be posted 30 to 45 days prior to the lease offering in the BLM State Office which administers the area of the coal deposit, rather than just 30 days as has been the previous practice;
- minimum bids will be $100 per acre for all tracts. The interim procedures permitted tracts to be offered at their approximate market value for maintenance or by-pass tracts;
- only sealed bids will be permitted so bids received will more closely reflect the true value of the offered tracts;
- bids will be opened and announced at the lease sale. Fair market value of individual tracts will be determined only after completion of the lease offering;
- tracts receiving two or more qualified bids will be evaluated first in the post-sale analysis with those appraisals used to evaluate tracts which received just one bid; and

- unlike the interim procedures, the final procedures do not permit automatic acceptance of a high bid on a tract simply because two or more bids were submitted for the tract. Also, the final procedures eliminate the use of overriding bid acceptance criteria if the high bid fails to meet the final appraisal for the tract.

After completion of evaluation to determine whether bids meet the test for fair market value, BLM will announce which tracts received acceptable bids and will make available for inspection the appraisals for those tracts. Tracts which do not receive an acceptable bid may be reoffered not less than one year later or at the next scheduled lease sale.

Revised coal exploration and operations regulations became effective on August 30, 1982. Several aspects of these regulations will result in program efficiencies for operators on Federal Lands. These include simplified procedures for Exploration and Resource Recovery and Protection Plan (R_2P_2) submittals, maximum economic recovery determinations, and logical mining unit procedures. These and other changes reduce the regulatory burden on operators while allowing full control of activities on Federal Lands.

Many of the lease management activities conducted on Federal Lands are also carried out on Indian Lands if previously required through agreements or in the leases. The coal operations regulatory program requires the approval and onsite management of coal exploration and production operations on Federal and Indian lands, including leases, licenses, permits, and contracts, for active, inactive, producing, or abandoned properties. These activities include mining and exploration plan approval or modification; approval of logical mining units; setting standards for surface and underground mining; maximizing recovery; monitoring diligent development and continued operation; conservation of the resources; production verification; environmental issues related to exploration; maintaining a statistical base of data related to exploration and development activities; enforcing lease terms, regulations, and various laws relating to development; and ensuring the orderly and timely development of coal deposits. Where intermingled Federal, private and Indian coal resources are in the same operations, additional work is required to accomplish all of the above operational activities.

The Bureau will continue to investigate all instances of alleged coal trespass and initiate administrative or civil action to resolve cases of unauthorized coal removal. Work continues on the remaining 6 Alabama coal trespass cases for which there is some potential for financial recovery. These cases are all in varying stages of mitigation and litigation. To date over $1.8 million has been recovered in case settlements.

The following table compares the workload estimated for the FY 1985 base funding level to accomplishments in prior years. Workload in the coal program varies each year depending on leasing schedules, industry development requirements, management objectives etc. As a result, the workload during a subsequent year may vary considerably. For example, the reduction in PRLA's processed reflects the fact that only 13 PRLA's will remain to be processed by FY 1985 and is not the result of a reduction tion in funding. The FY 1985 Base/Estimates workload represents that of workload necessary to fully satisfy industry operation demands, leasing schedules, management objectives, etc. For this reason, the FY 1985 Base/ Estimate is compared to the FY 1984 Estimate on the following table to show the actual shift in workload from FY 1984 to FY 1985.

Workload Measure	FY 1983 Actual	FY 1984 and FY 1985 Base	FY 1985 Estimate	Increase(+) Decrease(-) Compared to FY 1984
Lease Applications	37	23	27	+4
PRLA's Processed	50	112	13	-99
Site-specific EIS's	2	5	2	-3
Site-specific EAR's	34	67	73	+6
Lease Assignments	65	95	87	-8
Exploration Licenses	70	78	52	-26
Negotiated Sales - ROW	1	2	2	---
Lease Modifications	16	5	11	+6
Inventory (000 acres)	1,960	1,400	1,000	-400
GEM Assessments (000 acres)	850	322	1,372	+1,050
Coal Lease Exchanges	10 a/	7	3	-4
MFP Amendments	1	4	4	---
Land-Use Planning Studies	39	6	5	-1
Unsuitability Petitions	3	2	1	-1
Technical Investigations	10	6	6	---
Logical Mining Unit (LMU) Application Approvals/ Modifications	10	10	15	+5
Royalty Reduction actions	19	23	28	+5
Abandonment	150	158	166	+8
Trespass	3	3	4	+1
Lease Bonds	180	200	220	+20
Notices of Noncompliance	38	39	41	+2
Exception (Royalty) Reporting	100	110	121	+11
Lease Cancellation:				
Continued Operation	0	0	2	+2
3-Year Plan Submittals	2	4	7	+3
Advance Royalty in Lieu of Continued Operations	5	10	18	+8
Crediting of Production toward Diligent Development	40	55	78	+23
Recoverable Reserves Determinations	40	65	95	+30
Overriding Royalty	15	20	28	+8
In Situ Royalty Value Determinations	0	2	5	+3
Appeals	33	58	93	+35
Maximum Economic Recovery	97	130	160	+30
Lease/LMU Recoverable Reserves Adjustments	90	124	169	+45
R_2P_2/Exploration Plan Modifications and Approvals	170	205	266	+61
Mine Plan Reviews	122	85	65	-20
Lease Readjustments	24	65	35	-30
Activity Plans Underway	6	5	2	-3
Exploration Plan Approval	259	220	234	+14
Diligent Development/Continued Operations Determinations	134	128	143	+15
Inspections	2,200	2,400	2,400	---

a/ The Bureau is working on ten cases. During FY 1983 one case has been processed into a lease (as of the 3rd quarter of FY 1983).

Decrease for FY 1984

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	18,287	16,737	-1,550
(FTE-T)	(453)	(383)	(-70)

The FY 1985 estimate ($16,737,000) represents a decrease of $1,550,000 and 70 FTE; however, it fully funds the FY 1985 base program workload as shown above. This reduction is possible principally because of lower levels of leasing and preleasing activity. Only one regional coal lease sale is scheduled for FY 1985 compared to five sales in FY 1984. The most significant dollar reductions are associated with work related to activity planning, site specific EISs, coal lease exchanges, land use planning studies and PRLA's.

Workload Measures	FY 1985 Base	FY 1985 Estimate	Difference
Activity Plans Underway	5	2	-3
Site Specific EISs	5	2	-3
Coal Lease Exchanges	7	3	-4
Land Use Planning Studies	6	5	-1
PRLAs	112	13	-99

Within the budget estimate level of $16,737,000 there is provision for $2,000,000 and 10 FTE for presale evaluations. This funding will allow completing coal resource pre-sale evaluations including field investigations, compilation of Bureau and industry data and analysis of all economic, social and environmental data for the determination of presale values.

Distribution of change by object class

The object class detail for the proposed $1,550,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Environmental Specialist	9/11	9	$189,000
Geologists	9/11	10	210,000
Wildlife Biologist	9/11	8	168,000
Recreation Planners	9/11	5	105,000
Recreation Conservationist	7/9	4	72,000
Land Law Examiners	9/11	5	105,000
Appraisers	7/9	8	144,000
Reality Specialists	7/9	6	108,000
Clerical Assistant	5	7	118,000
Clerk Typist	3	8	88,000
Full-time Equivalent - Total		-70	$1,307,000
Personnel benefits			157,000
Printing and reproduction			19,000
Other services			42,000
Supplies and materials			25,000
Total			-$1,550,000

GEOTHERMAL

Objectives

- Respond to all exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the Geothermal Program,
- Evaluate resources of geothermal tracts to be offered for competitive leasing and make timely reviews of Known Geothermal Resource Area (KGRA) classifications,
- Offer all unleased KGRA lands at competitive lease sales,
- Process noncompetitive lease applications within 90 days of receipt and make available previously leased land on a timely basis,
- Make lands in relinquished leases available for new applications within 90 days of relinquishments.
- During FY 1985 process all applications for leases on Forest Service land for which a complete Forest Service report is received by July 31, 1985.
- Provide NEPA compliance for exploration, development, and utilization activities on Federal and Indian lands,
- Approve and supervise industry operations on Federal geothermal leases,
- Conduct production verifications on Federal and Indian lands.

Base program

Base funding for the Geothermal program is $3,207,000 and 96 FTE-T.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. The estimated annual electrical generation potential of Federal geothermal resources is 2,500 megawatts by the year 2000; or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As much as 20 million acres of Federal lands will have to be leased by 1990 to achieve these estimates. Through FY 1982, over 3,000 Federal leases have been issued covering more than five million acres.

Geothermal leasing is done both competitively and noncompetitively. Competitive leasing takes place for lands designated as Known Geothermal Resource Areas (KGRA's). Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per state. This limitation has been criticized as a constraint that is restricting the rate of geothermal resource exploration and development and as discouraging industry participation in the Federal leasing program. The Department continues to support legislation to increase the allowable acreage holding per state.

Receipts from the Geothermal program in FY 1982 were $9 million, for FY 1983 and FY 1984 are expected to be $22.7 and $30.4 million and for FY 1985 are estimated to be $21.7 million. The majority of the receipts in FY 1982 were from bonus bids submitted at competitive lease sales. Starting in FY 1983 receipts should shift from bonuses to rents and royalties. Beginning in FY 1984, collection, accounting for and distribution of geothermal leasing receipts will be the responsibility of MMS. Receipt estimates for the FY 1982 through FY 1985 period are shown below:

Geothermal Leasing Receipts
($ millions)

	FY 1982	FY 1983	FY 1984	FY 1985
Rents	2.0	4.3	4.8	5.3
Bonuses	6.0	12.9	10.7	1.5
Royalties	1.0	5.5	14.9	14.9
Total	9.0	22.7	30.4	21.7

The Bureau has accelerated lease application processing, established a list of standard stipulations, and developed more efficient prelease environmental review procedures. As a result, leasing backlogs involving BLM-administered lands were eliminated in FY 1982; and backlogs for FS administered lands may be eliminated in FY 1983. For FY 1984, priority will be given to authorizing post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for re-leasing.

The Bureau also has the responsibility of supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure that conservation and environmental standards are met.

Workload Measure	FY 1983	FY 1984	FY 1985 Base	FY 1985 Estimate	Change from FY 1985 Base
Competitive leases issued	65	65	65	85	+20
Noncompetitive leases issued	630	530	530	460	-70
Pre-lease permits	140	140	140	150	+10
Utilization licenses	1	1	1	5	+4
Assignments processed	420	340	340	375	+35
Prelease EA's	150	150	150	95	-55
Inspection	1,200	1,200	1,200	1,200	---
Inventory (000 acres)	1,210	1,210	1,210	500	-710
GEM (000 acres)	748	642	642	440	-202
New well applications processed	60	60	60	50	-10
Other applications processed	360	360	360	360	---
Environmental reviews	55	55	55	45	-10

Funding for FY 1985

(dollars in thousands)

	FY 1984	FY 1985 Base	FY 1985 Estimate	Difference
$	3,197	3,207	3,207	---
(FTE-T)	(96)	(96)	(96)	(---)

There is no change in the proposed FY 1985 budget. Workload, however, is shifting from prelease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. A decrease in the number of noncompetitive leases issued and an increase in competitive leases is expected as illustrated above.

OIL SHALE AND TAR SANDS

Objectives

- Continue to process and issue applications for conversion of existing oil and gas leases in special tar sand areas to combined hydrocarbon leases and complete associated conversion EAs and EISs.
- Be prepared to hold a second-round combined hydrocarbon lease sale, if there is sufficient demand.
- Assure compliance with tar sand lease stipulations through compliance checks.
- Complete RMPs in oil shale areas in Colorado and Utah in FY 1984 in anticipation of oil shale activity planning commencement in FY 1985.
- Review oil shale bonus payment offset credits and minimum royalty production credits.
- Evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales, and for cases involving disposal and exchange of lands.
- Review, approve and inspect industry operations related to development and production on Federal lands.
- Monitor prototype oil shale leases and coordinate with Oil Shale Environmental Advisory Panel.

Base program

Base funding for the oil shale/tar sands program is $2,673,000 and 65 FTE-T. While there are shifts in workload as noted in the table that follows, the funding and FTE level for the FY 1985 Estimate are the same as FY 1985 base.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of almost 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion and 2-3 billion barrels of oil, respectively. Management of Federal oil shale and tar sands resources is critical to future determinations of leasing needs and resultant leasing actions, if necessary.

There are currently four prototype oil shale leases, two in Colorado and two in Utah. No tar sands leases are in effect at this time; however, several may be issued in mid-FY 1984 as a result of conversion applications received during early FY 1983. Oil shale bonus receipts are estimated at $20 million in FY 1984 and FY 1985.

The major FY 1985 workload elements in the prototype oil shale program will include: compliance and inspection work on existing leases, processing modifications in operating plans as well as interacting with state and local agencies, and completing environmental assessments. Major FY 1984 work elements in the permanent oil shale program include: (1) completion of the Bookcliffs RMP in Utah and the Piceance Basin RMP in Colorado, and (2) the completion of final regulations for Federal oil shale management. The two RMPs will serve as the basis for oil shale activity planning (i.e., calls for expression of interest, tract delineation, and potential lease sale analyses and decisions) in support of potential FY 1986 lease sales. Major FY 1985 work includes activity planning in the Bookcliffs and Piceance Basin areas.

It should be noted that the House Appropriation Committee directed the Bureau to cease activities related to the permanent oil shale program until the enactment of authorizing legislation. Section 20 of the Minerals Lands Leasing Act of 1920, as amended, (30 U.S.C. 241) provides the Secretary of the Interior with the statutory authority to lease Federal oil shale and accordingly to initiate a permanent oil shale program. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program. The Bureau, therefore, believes it is necessary to proceed with planning for and management of Federal oil shale, within the existing statutory framework, because the United States presently lacks any comprehensive long-term management strategy for the tremendous energy potential of Federal oil shale resources. The above described workload elements would be necessary for the Bureau to complete an orderly and tiered planning approach in support of FY 1986 or beyond lease sales.

Major FY 1985 workload elements in the tar sands program will include processing assignments, geophysical exploration permits, and issuing exploration licenses related to the leases issued in FY 1984. In addition, conversion applications for oil and gas leases and mining claims

will continue to be processed. Other activities will include evaluation of the tracts that will be offered in preparation for holding a second-round combined hydrocarbon lease sale, if there is sufficient demand.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

BLM also has the responsibility for supervising operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the prototype oil shale leases as required by the lease terms and inspection of all operations on leased lands to ensure that conservation and environmental standards are met.

The workload in the Oil Shale and Tar Sand Programs is estimated as follows:

	FY 1983 Actual	FY 1984 Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
OIL SHALE					
Exploration Lic. Issued	0	4	4	8	+4
RMP's Completed	0	2	0 a/	0	0
Activity Plans	0	0	0	2	+2
Compet.Lease Sales(Prototype)	0	1	0 a/	0	0
Compet.Leases Issued	0	1	0 a/	0	0
Mining Plans Reviewed	0	4	4	4	0
Special Studies Compl.	2	0	0	10	+10
Review Lessees' Subm.	1	2	2	4	+2
Inspections/Compliance Performed	300	227	227	254	+27
Environmental Actions	2	6	6	9	+3
Evaluation Studies	8	17	17	22	+5
GEM Assessments (000 acres)	396	396	396	385	-11
TAR SAND					
Comb. Hydr. Conversion Leases Iss.	0	50	50	15	-35
Exploration Lic. Issued	0	3	3	6	+3
Geophy. Expl. Permits Iss.	0	8	8	24	+16
Leasing Plans Compl.	0	50	50	15	-35
Compet. Lease Sales Held	0	1	1	1	0
Compet. Leases Issued	0	7	7	5	-2
Assignments Processed	0	0	0	20	+20
Plan of Dev. Reviewed	11	30	30	25	-5
Tracts Evaluated	0	5	5	10	+5
Expl. Plans Approved	0	50	50	30	-20

a/ There are no RMPs or Competitive Lease Sales scheduled for FY 1985. This workload would not be undertaken, even if FY 1984 funding were held level in FY 1985. As a result, no units of accomplishments are identified in the FY 1985 base.

Justification of Program and Performance

Activity: Onshore Energy and Minerals Management
Subactivity: Nonenergy Minerals

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Mineral Materials Sales	$	2,353	2,361	2,611	+258	+250
	(FTE-T)	(66)	(66)	(72)	(+6)	(+6)
Mining Law Administration	$	8,302	7,328	8,578	+276	+1,250
	(FTE-T)	(234)	(219)	(245)	(+11)	(+26)
Mineral Leasing	$	3,838	3,848	4,248	+410	+400
	(FTE-T)	(95)	(95)	(104)	(+9)	(+9)
Uranium Operations	$	622	623	623	+1	---
	(FTE-T)	(10)	(10)	(10)	(---)	(---)
Total Requirements	$	15,115	14,160	16,060	+945	+1,900
	(FTE-T)	(405)	(390)	(431)	(+26)	(+41)

Authorization

43 U.S.C. 1732, 1744
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA) Section 302(b) authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands, and Section 314 provides for the recordation of mining claims and receipt of annual assessments.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 181 et seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.

30 U.S.C. 601 et seq.
P.L. 80-921

The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases which includes, in addition to revenue accountability, provisions pertaining to onshore field operations, inspections, cooperation with State and Indian tribes, duties of lessees and other lease interest owners, transporters and purchasers of oil and gas, reinstatement of onshore leases terminated by operation of law and requiring the Secretary to study whether royalties are adequate for coal, uranium, and non-energy leasable minerals.
30 U.S.C. 22 et seq.	The Mining Law of 1872, as amended, provides for the location of claims and patenting of proven claims for hardrock minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified states, mostly in the West.
42 U.S.C. 6901 P.L. 94-580	The Resource Conservation and Recovery Act of 1976 (RCRA) authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
42 U.S.C. 9601 P.L. 96-510	The Comprehensive Environmental Response Compensation and Liability Act of 1980 (CERCLA) provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.

MINERAL MATERIALS SALES

Objectives

- Issue 1,650 use authorizations making mineral materials available for private, governmental, and energy-related needs;
- Provide required minerals support for other resource management programs including withdrawal review, grazing environmental impact statements, and land tenure adjustments;
- Perform 2,145 compliance checks to verify conformance with contract stipulations designed to protect surface resources; and,
- Process 100 paleontology permits.

Baae program

The base funding level for Mineral Materials Sales is $2,361,000 and 66 FTE-T.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow, which are used in construction work and for industrial and energy development. BLM sells mineral materials either competitively or noncompetitively. Mineral materials are also provided at no charge to qualified governmental entities for use in highway development and other public projects. Community pits and common use areas are also established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to concentrate surface disturbance and use in limited areas. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials taken, and to prevent or take action on any unauthorized use of mineral materials. The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available, there would be a significant impact on community, industrial and energy and mineral development in many areas of the Western states.

Paleontological resources on the public lands include over a dozen nationally and internationally significant sites. These sites are of interest to both the scientific and hobby collectors of fossil materials. The Bureau issues permits with stipulations developed for the site and intentions of the collector and the protection of the paleontological resources. The program also identifies areas of scientific interest and geological hazards in addition to mineral-related ground water and surface water concerns resulting from Bureau permitted actions. Moreover, mineral resource assessments are included in the base program and are used for multiple use resource management decisions.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Inc.(+) or Dec.(-)
Sales contracts issued	898	898	898	---
Free use permits issued	538	538	538	---
Unauthorized use cases processed	34	34	34	---
Compliance checks conducted	1,737	1,737	1,737	---
Environmental assessments completed	785	785	785	---
Paleontology permits issued	100	100	100	---
GEM assessments (000's acres)	450	450	450	---

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,361	2,611	+250
(FTE-T)	(66)	(72)	(+6)

The proposed increase of $250,000 and 6 FTE will be directed to increasing the number of material sales from 898 to 980 and the issuance of free use permits from 538 to 670. These increases in contract and permit issuances will require an additional 408 compliance checks. The use of Categorical Exclusion Reviews is expected to reduce the number of environmental assessments from 785 to 580. In addition, GEM assessments can be accomplished on 550,000 additional acres.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Inc.(+) or Dec.(-)
Sales contracts issued	898	980	+82
Free use permits issued	538	670	+132
Unauthorized use cases processed	34	35	+1
Compliance checks conducted	1,737	2,145	+408
Environmental assessment completed	785	580	-205
Paleontology permits issued	100	100	---
GEM assessments (000's acres)	450	1,000	+550

Distribution of change by object class

The object class detail for the proposed increase is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Minerals Management Specialist	11	6	$160,000
Full-time Equivalent - Total		6	$160,000
Personnel benefits			20,000
Travel and transportation of persons			25,000
Transportation of things			5,000
Other services			10,000
Supplies and materials			15,000
Equipment			15,000
Total			+$250,000

MINING LAW ADMINISTRATION

Objectives

- Process 160 mineral patent applications;
- Provide support to other resource programs by performing 70 validity examinations and 400 mineral potential determinations and by conducting mineral resource assessments;
- Process 600 plans of operation and 2,280 notices for development of strategic and other locatable minerals;
- Keep records of unpatented mining claim filings and assessment filings current by recording 195,800 mining claims and 1,400,000 annual filings;
- Provide mineral resource assessments for minerals resources that would be affected by land use planning;
- Provide mineral land status determinations on 200,000 acres; and
- Inventory 50 million acres for potential hazardous material sites.

Base program

Base funding for Mining Law Administration is $7,328,000 and 219 FTE-T.

Under this program, BLM determines the validity of mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions; and administers surface management regulations and records mining claims annual assessment work. Also included are geologic and mineral resource assessments for multiple use management.

BLM has been working to process mineral patent applications on a pipeline basis. Processing patent application involves:

° Adjudication to ensure that the application is complete and legally filed; and

° Field mineral examination to ensure that evidence on the ground supports the application and provides information needed to either

- issue a patent, or

- initiate contest proceedings to determine the mining claim validity in a quasi-judicial administrative hearing.

Other actions BLM takes under Mining Law Administration are:

° Validity determination - A mineral examination is performed to evaluate a mining claim to determine if it meets the requirements of law. Validity determinations are done where the Bureau proposes some other use of the land on which the mining claim is located.

° Mineral potential determination - A mineral specialist reviews available literature and, if necessary, conducts a field examination to determine the presence of mineral resources on the land parcel in question. These are normally completed on land cases involving land exchanges, sales, Recreation and Public Purposes (R&PP) applications and other actions where the mineral resource value would be relevant in a land disposal action.

° Surface management on unpatented mining claims - BLM administers surface management regulations designed to prevent unnecessary disturbance to the public lands from operations conducted under the mining laws. For all mining operations, other than "casual use," regulations require that either a "plan of operations" or a "notice" must be filed depending upon whether the area of disturbance is over or under five acres. In designated sensitive areas, including wilderness study areas, all surface disturbing operations, regardless of size, require a plan of operations to ensure reclamation and prevent impairment of wilderness values and prevent undue degradation from mining operations pursuant to Sections 302(b) and 603 of FLPMA. BLM has 30 days to review a plan of operations and 15 days to review a notice. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans. Compliance checks are made on each plan or notice to monitor conformance of the operation to the plan, ensure compliance with environmental stipulations, and ensure the achievement of appropriate reclamation.

° Recordation - Since the enactment of FLPMA, the Bureau has recorded 1.65 million mining claims or sites. The Bureau has also processed 1.21 million annual filings since 1976. In FY 1984, BLM will record 160,000 new claims and sites and process 990,000 annual filings.

The base program is reduced by $1,000,000 from FY 1984 because of economies in conducting BLM's land sales program and provision of full funding of that program within the Realty Operations subactivity. Associated reductions in the number of land status determinations, mineral potential determinations, validity examinations, and GEM assessments are reflected below.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Inc.(+) or Dec.(-)
Patent Applications Processed	170	160	160	---
Mining Claims Recorded	160,000	160,000	160,000	---
Affidavits/Notices	800,000	990,000	990,000	---
Land Status Determinations (acres)	100,000	300,000	200,000	-100,000
Mineral Potential Determinations	500	1,000	400	-600
Environmental Analyses	250	450	450	---
Notices	1,800	1,900	1,900	---
Plans of Operation	490	500	500	---
Compliance Checks	1,100	2,000	2,000	---
Validity Examinations	80	120	70	-50
GEM Assessments (000's acres)	200	850	40	-810
Hazardous Material Inventory (million acres)	---	---	---	---

Increase for FY 1985

(Dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	(Difference)
$	7,328	8,578	+1,250
(FTE-T)	(219)	(245)	(+26)

The increase of $1,250,000 and 26 FTE-T consists of program increases of $500,000 for increased effectiveness in implementing surface management regulations and recording mining claims, and $750,000 to initiate a hazardous material management program for the public lands.

Surface Management +$350,000 (+12 FTE-T)

The program increase of $350,000 will be applied to increasing BLM's effectiveness in administering surface management regulations (43 CFR 3809, 3802) to prevent undue and unnecessary disturbance to the public lands from operations conducted under the mining laws. The increase will enable BLM to increase the number of plans of operation reviewed from 500 to 600, and increase the number of notices reviewed from 1,900 to 2,280. The number of compliance checks will be increased from 2,000 to 3,500.

Mining Claim Recordation +$150,000 (+6 FTE-T)

This increase will enable BLM to record an additional 35,800 mining claims to keep up with anticipated increased workload resulting from the Administration's efforts to open more land to mining and areas returned to multiple use through the withdrawal review process. Efforts to process affidavits and notices will correspondingly be increased.

Hazardous Material +$750,000 (+8 FTE-T)

The increase of $750,000 will be used to initiate BLM's response to responsibilities assumed under the Resource Conservation and Recovery Act of 1976 (RCRA) and the Liability Act of 1980 (CERCLA), and other acts which define BLM's role in managing hazardous material on the public lands. As a "landowner" BLM can be held liable along with an "operator" (if known) for the cleanup of any hazardous material generated, stored, or disposed of on the public lands. Activities under the hazardous waste program include an inventory of active and inactive sites and the ranking of the sites. The estimated costs of hazardous material inventories without the field-checks will be $500,000.

The balance of the proposed hazardous material increase ($250,000) will develop and implement the Bureau's policy for program management and maintenance. The aggregate of $750,000 increase will not provide funding for site clean-up operations on the public lands. Because costs for clean-ups are expected to be significantly different for each site and can be estimated only following the ground-truthing efforts and site examinations for the specific contaminants, the Bureau proposes to approach any site clean-up needs only after we have specific data on individual sites, a firm funding estimate, and are certain that there is no alternative to using Federal funds for cleanup. In such specific cases, we will seek direct appropriations for each site either in the regular or supplemental appropriations requests.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Inc.(+) or Dec.(-)
Patent Applications Processed	160	160	---
Mining Claims Recorded	160,000	195,800	+35,800
Affidavits/Notices	990,000	1,400,000	+410,000
Land Status Determinations (acres)	200,000	200,000	---
Mineral Potential Determinations	400	400	---
Environmental Analyses	450	540	+90
Notices	1,900	2,280	+380
Plans of Operation	500	600	+100
Compliance Checks	2,000	3,500	+1,500
Validity Examinations	70	70	---
GEM Assessments (000's acres)	40	40	---
Hazardous Material Inventory (million acres)	---	50	+50

Distribution of change by object class

The object class detail for the proposed increase of $1,250,000 is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Geologist	12	10	$310,000
Mineral Leasing Specialist	12	10	310,000
Adjudicator	7	6	100,000
Full-time Equivalent - Total		26	$720,000
Personnel benefits			86,000
Travel and transportation of persons			100,000
Travel and transportation of things			45,000
Printing and reproduction			50,000
Other services			199,000
Equipment			50,000
Total			+$1,250,000

MINERAL LEASING

Objectives

- Process 445 prospecting permits and 148 lease applications including preparation of geologic reports and mineral economic evaluations for phosphate, potassium, sodium, and other minerals to respond to the demand by agriculture and industry;

- Perform 1,835 inspection/compliance checks to verify conformance with lease stipulations designed to protect surface resources;

- Perform nonenergy minerals classification, prepare classification maps, and provide mineral resource assessment data to support land-use planning and provide approximately 1,000 mineral reports for land disposal and leasing related actions;

- Perform post-authorization, management and supervisory activities on exploratory and extraction operations undertaken by lessees and permittees; and

- Conduct production verification checks on Federal and Indian lands.

Base program

Base funding for the Mineral Leasing Program is $3,848,000 and 95 FTE-T. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed by the Federal government. The Mineral Leasing Act of 1920 removed sodium, phosphate and potassium from location under the Mining Law of 1872 and provided a

leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the lease of these minerals on acquired lands. The mineral leasing acts provide that (1) the Federal government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of minerals such as lead and zinc on certain acquired lands.

BLM has the minerals resource assessment, classification, leasing, and post-leasing management responsibility for public lands, national forest lands and those other Federally-acquired lands where the Federal government owns part or all of the mineral estate and the lands are open to leasing. Supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws, is also the responsibility of this program.

BLM must also respond to statutory requirements by (1) inventorying and classifying land for retention of mineral rights by the government in land disposal actions and evaluating lands for competitive lease; (2) providing surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) reviewing, approving, and inspecting industry operations related to exploration, development and production; and (4) conducting production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry for nonenergy minerals after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of a fair return for all leased minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Mineral	Percent of National Production from Federal and Indian Lands (Public and Acquired)	Market
Sodium (Soda ash)	37%	Domestic and export markets
Phosphate	10%	Domestic and export markets
Potassium (Potash)	84%	Domestic - 66% of national demand is imported
Lead	58%	
Zinc	24%	

° Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.

° Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.

° Potassium (potash) is used by over 5,000 plants in the production of fertilizers.

° Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.

° Zinc is used in castings and rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Inc.(+) or Dec.(-)
Lease applications processed	144	148	148	---
Prospecting permits processed	211	406	406	---
Environmental assessments	346	400	400	---
Inspections/compliance checks	1,472	1,472	1,472	---
Exploration/mining plans processed	225	225	225	---
Mineral reports	800	1,000	1,000	---
GEM assessment (acres)	496,000	496,000	496,000	---

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	3,848	4,248	+400
(FTE-T)	(95)	(104)	(+9)

The proposed funding level includes $300,000 and 6 FTE to provide economic and policy analysis for BLM's nonenergy minerals programs. This work will be done in conjunction with a similar activity proposed for BLM energy resource programs. Activities will address identifying the public lands with nonenergy mineral resources, analyzing the systems under which these resources are made available to the public, and evaluating the conditions under which development occurs. Economic analyses will be directed to assuring that fair market value is received by the Government for minerals leased and sold and that BLM's programs are operating in a cost-effective manner.

In addition $100,000 and 3 FTE are requested to provide the capability to process the anticipated number of propecting permit applications. Processing these permits would allow permittees a greater opportunity to prospect for minerals on Federal lands which are not now known to be valuable for the mineral under consideration. The discovery of a "valuable deposit" would entitle the permittee to a preference right lease. The increase would also provide for increased compliance and production verification activities.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Lease applications processed	148	148	---
Prospecting permits processed	406	445	+39
Environmental assessments	400	400	---
Inspections/compliance checks	1,472	1,835	+363
Exploration/mining plans processed	225	210	-15
Mineral reports	1,000	1,000	---
GEM assessment (acres)	496,000	496,000	---

Distribution of change by object class

The object class detail for the proposed increase of $400,000 and 9 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Economist	14	1	$45,000
Mineral Leasing Specialist	13	2	80,000
Policy Analyst	13	1	35,000
Economist	13	2	75,000
Geologist	11	1	25,000
Surface Protection Specialist	7/9	1	20,000
Secretary	6	1	15,000
Full-time Equivalent - Total		9	$295,000
Personnel benefits			35,000
Travel and transportation of persons			20,000
Printing and reproduction			10,000
Other Services			25,000
Supplies and materials			5,000
Equipment			10,000
Total			+$400,000

URANIUM OPERATIONS

Objective

° Perform management and supervisory activities for uranium operations on Federal and Indian lands including review of 35 mining and exploration plans, 850 inspections and 24 environmental assessments for operations on Indian lands.

Base program

Base funding for Uranium Operations is $623,000 and 10 FTE-T. No change is proposed for FY 1985. Uranium is principally used in commercial applications in the generation of electric power; in the manufacturing of airplane counterweights; in uranium oxides by the chemical industry; in

defense related applications; and increasingly in radioisotope applications in areas ranging from medicine to space. Public lands provide five percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the General Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing and supervision and inspection of these leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies; (2) the nature of reclamation and revegetation practices; (3) spoil and mining waste management; (4) resource recovery practices; and (5) overall environmental problems. The lease supervision program was expanded in FY 1982 to address these concerns, evaluate their effect, and apply controls to mitigate any adverse impacts. Work efforts associated with the review and approval of mining and exploration plans, environmental analyses for NEPA compliance and operational inspections are expected to continue at FY 1984 levels. All workload measures are associated with Indian lands.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Inc.(+) or Dec.(-)
Approve Mining and Exploration Plans	35	35	35	35	---
Prepare EA's	24	24	24	24	---
Inspections	850	850	850	850	---
Other Lease Management (Lease modifications, meeting with environmental and Tribal Council Groups concerning reclamation issues)	95	95	95	95	---

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Lands and Realty Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Realty Operations	$32,470	$35,391	$35,391	$40,999	$42,299	+$1,300
Withdrawal Processing and Review	4,098	3,529	3,529	3,542	4,692	+1,150
TOTAL	$36,568	$38,920	$38,920	$44,541	$46,991	+$2,450

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Realty Operations

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Energy Realty	$	4,178	4,190	4,190	+12	---
	(FTE-T)	(115)	(115)	(115)	(---)	(---)
Nonenergy Realty-Lower 48	$	19,030	24,597	25,897	+6,867	+1,300
	(FTE-T)	(516)	(575)	(604)	(+88)	(+29)
Alaska Lands Program	$	12,183	12,212	12,212	+29	---
	(FTE-T)	(284)	(284)	(284)	---	(---)
Total Requirements	$	35,391	40,999	42,299	+6,908	+1,300
	(FTE-T)	(915)	(974)	(1,003)	(+90)	(+29)

Authorization

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLMPA), authorizes the Secretary:

43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract meets certain disposal criteria;

43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1721 - to convey omitted public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits;

43 U.S.C. 1761-1771 - to determine suitability of public lands for right-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way; and

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands.

30 U.S.C. 185
P.L. 66-146

Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

43 U.S.C. 315 P.L. 73-482	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1616(d)	Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
43 U.S.C. 869	The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
43 U.S.C. 687b	The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
16 U.S.C. 1277	Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
43 U.S.C. 641	Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to states, desert lands which are reclaimed, cultivated, and settled.
43 U.S.C. 321-323	The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western states through individual effort and private capital.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including state selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.
16 U.S.C. 4601 P.L. 91-476	The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for classification of O&C lands more suitable for purposes other than forestry.
23 U.S.C. 932	The Federal Aid Highway Act of 1966 provides for the granting of rights-of-way on public lands for highways.
16 U.S.C. 3101 et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 96-586	Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

ENERGY REALTY

Objectives

- Accelerate domestic production of energy and mineral resources by ensuring prompt processing of non-reimbursable rights-of-way (R/W) applications which facilitate energy exploration and development. (Costs incurred in processing reimbursable R/W's are funded in the Service Charges, Deposits, and Forfeitures appropriation on a cost-reimbursable basis.)

- Conduct pre-application meetings and discussions with all prospective R/W applications.

Base program

Base funding for the non-reimbursable Energy Realty program is $4,190,000 and 115 FTE-T. No change is proposed for FY 1985.

Nonreimbursable work funded in this program element includes items such as review of other agency EIS's on energy rights-of-way, processing applications from state and local governments and other public bodies, program management costs not chargeable to applicants, partial funding of BLM's formal lands and realty training program, and all pre-application work. The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's and may include formal and informal meetings with prospective applicants, correspondence, site inspection (determined by the extent of the rights-of-way); internal clearance and coordination with planning and other specialties; and, in general, making sure in advance that the application meets the requirements of both parties in order to expedite processing when the application is received.

Processing of all R/Ws includes the pre-application work described above, preliminary investigations which consider alternate site analysis, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring of construction to ensure compliance with permit stipulations. Costs for processing and monitoring reimbursable R/Ws are being recovered from the application or grant holder.

The following pre- and post-application actions would be accomplished at the FY 1985 funding level:

Work elements	FY 1983 Actual	FY 1984 Estimate	FY 1985 Estimate
Non-reimbursable R/W case processing (#)	290	300	300
Compliance	290	300	300
Pre-application review (#)	4,300	4,300	4,300

NONENERGY REALTY - LOWER 48

Objectives

- Place decisionmaking on nonenergy realty case actions closer to the local level;
- Process land use authorizations;
- Dispose of unneeded public land at fair market value, in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and increase revenue to the Federal treasury;
- Process land disposal cases making public lands available to other non-Federal agencies or the private sector, where consistent with land use plans or specific legislation;
- Complete land tenure adjustments needed to improve manageability of public land resource values, including boundary adjustments with the Forest Service;
- Reduce casework backlogs;
- Act on cases of unauthorized use; and
- Maintain and improve the land records system including the Automated Lands and Minerals Records System (ALMRS) and respond promptly to public inquiries on land status.

Base program

Base funding for the Nonenergy Realty - Lower 48 Program is $24,597,000 and 575 FTE-T.

This program provides service to the public by issuing land use authorizations, land tenure adjustments and land disposal actions for nonenergy-realty actions. 1/ Also included in this program are the preservation and improvement of the system for maintaining official public land records and the task of responding to public inquiries about public land status.

1/ Land use authorization includes the issuance of grants, leases, or permits for the use of public land for rights-of-way, recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal government. Land tenure adjustment is the exchange of land with non-Federal property owners and with States or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

The following workload will be accomplished at the FY 1985 base funding level:

Workload Measure (# cases)	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Land use authorization				
Rights-of-way (#)	1,300	200	200	---
Recreation and Public Purpose (R&PP) Leases (#)	307	213	238	+25
Other leases or permits (#)	300	300	300	---
Land tenure adjustments				
Exchanges: State (000 acres)	393	91	37	-54
Private (000 acres)	91	96	143	+47
BLM/FS boundary adj. (#)	---	10	10	---
Navajo-Hopi Settlement (000 acres)	50	50	50	---
Land disposals				
Public land offered for sale (acres)	29,400	200,000	200,000	---
State indemnity selections (acres)	170,000	120,000	50,000	-70,000
Burton-Santini Act offers (acres)	700	700	700	---
Desert land entries (#)	550	550	550	---
NM Rio Grande occupancy resolution (#)	80	80	80	---
Other (R&PP patent, Carey Act, Indian allotments, Color-of-Title, omitted lands) (#)	750	800	800	---
Other				
Unauthorized use (#)	260	260	260	---
Activity plans (#)	3	11	11	---
Records maintained (#)	700,000	700,000	700,000	---
Public inquiries (#)	750,000	750,000	750,000	---

Land use authorization

Beginning in FY 1984, nonenergy right-of-way cases are funded on a cost recovery basis in the Service Charges, Deposits, and Forfeitures appropriation. Nonreimbursable work such as pre-application review, review of other agency EIS's on nonenergy rights-of-way, and processing applications from State and local governments and other public bodies is funded with this subactivity.

Recreation and Public Purposes (R&PP) Act leases and patents generally fall under the "Good Neighbor" program which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for solid waste disposal sites and recreation sites. In FY 1982, use of 19,600 acres was authorized and 798 applications involving 278,800 acres were received by BLM.

Other aspects of the program primarily affect individuals and private entities. These include applications from individuals, corporations, utility companies, and associations for use of public land to construct and utilize canals, ditches, small farm irrigation and stock reservoirs, water pipelines and roads. In some cases these requests are made to legalize an existing, but unauthorized, use.

Land Tenure Adjustments

State and private exchanges vary greatly in terms of acreage and complexity. An estimated 187,000 acres will be exchanged in FY 1984 and approximately 180,000 acres at the FY 1985 base level to the benefit of both the Federal government and the exchange proponent. "Project Bold", an exchange proposal involving the State of Utah and BLM, is not counted in the acreage estimate above. A legislative package is expected to be proposed by the Utah Congressional delegation in September 1983. The project, designed to allow a Statewide exchange of roughly equivalent value lands to block State owned lands into manageable units, will serve also to remove intermingled State lands from management areas of BLM, National Park Service, U.S. Forest Service, the military and Indian reservations. Acreage to be exchanged is currently being worked out. If the legislative proposal becomes law in FY 1984, a one-time add-on for cost of processing title transfer, record notations and preparing a new land status map would be required by BLM.

The BLM/Forest Service boundary adjustment program, though in its infancy (beginning in FY 1982), will continue at the same level in FY 1985 as in FY 1984. The program provides for at least one transaction in each of the 10 Western states.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land settlement in New Mexico and Arizona. This complex settlement was enacted into law in 1980. At the current schedule 50,000 acres per year will be transferred until the whole transaction is completed. This schedule, however, is entirely determined by the Navajo Tribe in their selection process. On July 1, 1982, the newly-elected tribal council presented BLM with an amended application requesting the acquisition of five privately owned ranches in Apache County, Arizona. The application rescinded all prior applications in the State of Arizona. It left intact a prior selection of 35,000 acres of public lands in the Paragon Ranch area of New Mexico. This proposal is currently being addressed.

Land disposals

About 170,000 acres of public land will be conveyed to Western states under the State Indemnity Program in FY 1983. The Secretary of the Interior has assured the states that indemnity (in-lieu) land selections will be processed promptly in close cooperation with state governments. In a Memorandum of Understanding with the Western States Land Commissioners Association dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the states in fulfillment of the states' indemnity rights. We anticipate that the states will apply for approximately 50,000 acres in FY 1985, leaving 120,000 acres for later transfer.

Land sale offerings under the authority of Section 203 of FLPMA increased from 29,400 acres in FY 1983 to 200,000 acres in FY 1984. The same acreage of offering is planned in the FY 1985 base. The objectives of a land sale program remain the same: to transfer public lands that have potential for higher and better uses in private ownership; to improve Federal management of lands through sale of tracts that are isolated or otherwise difficult to manage; and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

In FY 1984, the planned target for sale of 200,000 acres by State is:

State	Acres
Arizona	35,000
California	33,000
Colorado	20,000
Eastern States Office	---*
Idaho	14,000
Montana	15,000
Nevada	33,000
New Mexico	15,000
Oregon	15,000
Utah	5,000
Wyoming	15,000
Total	200,000

* No specific acreage targeted.

Work processing steps and functions in land sale involve coordination with State and local governments, mineral assessment, cultural evaluation, range management considerations, wildlife and threatened endangered plant and animal evaluation, land use planning, and, to a smaller degree, consideration of forest management, recreation, soil, water, and air resources and general support. In the FY 1984 program the internal funding mechanism used in BLM spread the entire cost throughout various subactivities involved, with $3,500,000 in the nonenergy realty function. The realty function absorbed the cost of report preparation, case processing (adjudication, financial accounting, notation of official records and plats), clerical and administrative support, sale notice preparation, publication and advertising, conducting auctions, preparation and issuing of conveyance documents, and fair market value appraisals.

Work will continue on sales in Nevada under the Burton-Santini Act in FY 1985. The legislation provides for offering 700 acres annually. As of June 1, 1983 a total of 236 acres, valued at $3.8 million, had been sold during the fiscal year.

Applications for Desert Land Entries are received primarily in Nevada and Idaho where approximately 3,500 applications for over one million acres are on file. Approximately 550 cases, involving an estimated 80,000 acres, will be processed in FY 1984 and again in FY 1985 at the base level. The rate of new applications has begun to decline, with only 150 new filings received in FY 1982. Consequently, case backlogs will also begin to decline.

Work at resolution of the long-standing dispute in the "New Mexico Rio Grande Occupancy Resolution Area" over title and unauthorized use will continue in FY 1985 at the same level as in FY 1984.

Other work essential to completing the responsibilities of the nonenergy realty program includes the processing unauthorized use (trespass) cases, preparing activity plans, maintaining and updating a whole complex of public land records, and responding to public inquiries regarding land status, availability and application procedures.

The program to install the Automated Lands and Minerals Record System (ALMRS) Bureauwide, is comprised of land survey descriptions, land and mineral title rights and use authorizations (land status records) and case activity tracking and processing combined into one automated data base. "Status" includes all the surface and subsurface records data supporting resource program activities.

Begun in FY 1983, the ALMRS program continues with Phase II for data collection will begin in Arizona, New Mexico, and Wyoming and continue in others states in later years. Data conversion on 11,176 townships in those three states will make up the initial workload. Coordination and quality control will be applied throughout the process by BLM personnel as the actual input of data will be performed by contract. Work will continue on determination of user requirements for Phase III; technical assistance input at States where initial data entry of lands and minerals cases is undertaken; and training for the data collection stage and for use of final product. The purchase of hardware for this program is being funded from the Data Management subactivity.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	24,597	25,897	+1,300
(FTE-T)	(575)	(604)	(+29)

The following workload will be accomplished in the Lower-48 States at the proposed funding level as compared to the base.

Workload Measures (# cases)	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Land use authorization			
Rights-of-way (#)	200	200	---
Recreation and Public Purpose(R&PP) Leases (#)	238	290	+52
Other leases/permits (#)	300	300	---
Land tenure adjustments			
Exchanges: State (000 acres)	37	70	+33
Private (000 acres)	143	143	---
BLM/FS boundary adjustments (#)	10	10	---
Navajo-Hopi Settlement (000 acres)	50	50	---

Workload Measure (continued)	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Land disposals			
Public land offered for sale (acres)	200,000	250,000	+50,000
State indemnity selections (acres)	50,000	50,000	---
Burton-Santini sales (acres)	700	700	---
Desert land entries (#)	550	550	---
NM Rio Grande occupancy resolution (#)	80	80	---
Other (R&PP patent, Carey Act, Indian allotments Color-of-Title, omitted lands) (#)	800	700	-100
Other			
Unauthorized use (#)	260	260	---
Activity plans (#)	11	11	---
Records maintained (#)	700,000	700,000	---
Public inquiries (#)	750,000	750,000	---

The increase of $1,300,000 is a net change made up of an increase of $1,400,000 for accelerated land sales, a decrease of $300,000 representing processing of fewer other land disposals, and an increase of $200,000 for ALMRS.

Land Use Authorization

The same number of right-of-way applications are expected in FY 1985. Even though the rate of application for recreation and public purposes grants or leases is decreasing slightly from FY 1981 and FY 1982, as of April 30, 1983, 789 applications covering 274,869 acres are still pending. In view of the large backlog, an additional 52 applications will be processed in FY 1985.

Land Tenure Adjustments

As entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly toward exchanges to meet demands and consolidate holdings. Processing exchanges, totalling an increase of approximately 33,000 acres, will occur in FY 1985.

Land Disposals

The accelerated land sales program begun in FY 1984 will continue in FY 1985. The goal is to offer approximately 250,000 acres for sale. Distribution of acreages among States will depend on identification of disposal lands through the land use planning system. In FY 1984, $3,500,000 in nonenergy realty funded only realty work encompassing field examination, reporting, preparation of conveyance documents, public affairs, marketing, program administration and training, and preparation of ER's (NEPA compliance). Work for mineral assessment, cultural evaluation, and planning was funded in the pertinent subactivities.

In order to assemble all land sales costs in one major program element, all funding for land sales and support is included in Nonenergy Realty. In this way costs for mineral assessments, cultural evaluations, grazing adjustments, and others are directly reflected as part of the costs for land sales. The FY 1985 land sale Base funding is $9,000,000, the same as in FY 1984. The request for FY 1985 is $10,400,000. This represents an increase of $1,400,000 to offer an additional 50,000 acres for sale.

Case processing of Carey Act, Indian allotments, color-of-title, omitted lands, and other miscellaneous case types will decrease by 100, representing a program decrease of $300,000.

ALMRS

For ALMRS, an increase of $200,000 is proposed in order to keep in phase for the multiyear development program begun in FY 1983. In addition to the program management, development, technical assistance and data collection tasks ongoing in Arizona, New Mexico, and Wyoming, these same tasks will begin in Oregon and Utah in FY 1985. Data collection on 11,362 townships in these states will be done in FY 1985.

Distribution of change by object class

The object class detail for the proposed increase of $1,300,000 and 29 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Reviewing Appraiser	11/12	3	$110,000
Realty Specialist	9/11/12	5	160,000
Natural Resource Specialist	9/11/12	4	140,000
Land Law Examiner	7/9/11	4	140,000
Records Specialist	9/11	2	60,000
Miscellaneous Document Examiner	7/9	3	100,000
Document Abstractor	6/7/8	3	60,000
Legal Clerk	5/6/7	2	40,000
Clerk Typist	4/5	3	60,000
Full-time Equivalent-Total		29	$870,000
Personnel benefits			100,000
Travel and transportation of persons			30,000
Transportation of things			12,000
Printing and reproduction			15,000
Other services			223,000
Supplies and materials			30,000
Equipment			20,000
Total			$1,300,000

ALASKA LANDS PROGRAM

Objectives

- Issue interim conveyances or patents on 3.5 million acres to Native corporations under the Alaska Native Claims Settlement Act;
- Convey 4.2 million acres to the State of Alaska; and
- Process 2,000 Native allotment parcels in Alaska to the point of approval for survey.

Base Program

Proposed funding for the Alaska Lands Program is $12,212,000 and 284 FTE-T at both the Base and the Estimate levels.

The current program in Alaska encompasses a number of different actions. The highest priority is State and Native conveyances. In FY 1985, interim conveyances or patents will be issued on 3.5 million acres of Native corporation selections. Also, 4.2 million acres will be patented or tentatively approved for patent to the State of Alaska. Ultimately, the Native corporations will receive patent to 44 million acres, and the State will receive patent to 104.5 million acres.

The annual acreage estimates for Interim Conveyances to Alaska Natives and Tentative Approvals for Patent to the State are less each year because of the changed nature of the conveyances remaining. In past years, the larger blocks of land having the fewest title conflicts were conveyed to the Native corporations and the State first. Consequently, the acreage remaining to be conveyed is located in many small units containing most of the title conflicts. In FY 1984, there will be 600 State conveyance documents adjudicated totalling 6 million acres. In FY 1985, the number of conveyance documents will remain at 600 but the acreage conveyed will decline to 4.2 million acres. In the case of Native conveyances, in FY 1984, 200 conveyance documents will be completed totalling 4.0 million acres. In FY 1985, 300 conveyance documents will be completed totalling 3.5 million acres. The amount of acreage conveyed is directly dependent upon the final resolution of appeals; adjudication of native allotments, mining claims, other private inholdings and other valid existing rights; processing of Federal withdrawals; processing of all other actions related to the Alaska Railroad Transfer Act; and completion of cadastral surveys of all inholdings and boundaries.

From FY 1984 through FY 1993, the expected workload--conveyance document processing--will increase even through the total acreage conveyed each year will be smaller.

As a result of concentrating the effort in Alaska on the ANCSA and State conveyances, a backlog of over 7,500 other cases (Native allotments, homesteads, homesites, trade and manufacturing sites, headquarters sites) has accumulated. These cases have been increasing at an annual rate of 1 to 2 percent, a rate which will escalate considerably through FY 1985 as

lands are opened to settlement. About 2,000 Native allotment parcels will be processed to the point of approval for survey. This is reduced from the FY 1984 level because most of the larger groupings of Native allotments will have been processed in FY 1983 and FY 1984. Those remaining to be processed in FY 1985 and beyond are widely scattered and isolated and are more and more difficult and costly to process. A total of 190 land use authorizations and other actions will be issued in FY 1985.

It must be noted that this programmed accomplishment is conditioned by: 1) the absence of undue constraints imposed by litigation or appeals, 2) the State's priority lists for conveyance describing sufficient lands available for conveyance to enable BLM to meet its yearly commitment, 3) a sustained capacity for expeditiously processing Native allotments and other conflicting claims of record, including those resulting from lands which are opened to appropriation in FY 1982 through FY 1985 and which will impact future State selections, 4) sufficient capability to conduct cadastral surveys of inholdings (Native allotments and other claims) and to survey interim conveyed lands and tentatively approved lands so that patents may be issued to the Natives and the State, and 5) the ability of the mining claim recordation program to resolve the conflicts between the State and Native selections and approximately 20,000 mining claims. The following table shows planned accomplishments in Alaska in FY 1985 as compared to FY 1984:

Workload Measure	FY 1984 Estimate	FY 1985 Base and Estimate	Increase (+) or Decrease (-)
Alaska			
Land Use Authorizations (cases)	100	100	---
Land Tenure Adjustments (cases) (other than conveyances)	20	20	---
Native Conveyances (million acres)	4.0	3.5	-0.5
State Conveyances (million acres)	6.0	4.2	-1.8
Compliance Checks (# cases)	50	50	---
Unauthorized Use (cases)	20	20	---
Native Allotments (parcels)	2,500	2,000	-500

The Alaska Conveyance schedule follows:

	(acres in millions)					
	Thru FY 1982	FY 1983	FY 1984	FY 1985	FY 1986	Future
NATIVES						
INTERIM CONVEYANCES AND PATENTS						
ANNUALLY	---	4.5	4.0	3.5	2.0	6.8
CUMULATIVE TOTAL	23.2	27.7	31.7	35.2	37.2	44.0
STATE						
TENTATIVE APPROVAL FOR PATENT						
ANNUALLY	---	9.8	5.0	3.7	2.9	38.0
CUMULATIVE TOTAL	45.1	54.9	59.9	63.6	66.5	104.5
PATENT						
ANNUALLY	---	0.2	1.0	0.5	0.5	81.4
CUMULATIVE TOTAL	21.9	22.1	22.1	22.6	23.1	104.5

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
$	3,529	3,542	4,692	+1,163	+1,150
(FTE-T)	(113)	(113)	(137)	(+24)	(+24)

Authorization

43 U.S.C. 1711, 1714
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA), authorizes the Secretary:

- to review, by October 1991, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, they should be continued; and
- to prepare and maintain inventories of all public lands.
- to review all withdrawals, having a specific period, which were made prior or after approval of FLPMA.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687b

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry,

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1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

	selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C 1601(e)	Section 3(e) of ANCSA provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior.
16 U.S.C 1621 30 U.S.C. 181 note	Section 12(b) of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
43 U.S.C 1621 P.L. 92-204	Section 12(b) of the Alaska Native Claims Settlement Act provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
43 U.S.C 31(a)	Geological Survey Organization Act, authorized classification of public lands.
15 U.S.C. 79	Section 24 of the Federal Power Act as amended, allows other uses or Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

- Process new withdrawal applications on a pipeline basis,
- Continue revocation processing on a current basis,
- Continue review of other agencies' withdrawals based on mutually approved schedules,
- Complete review of all BLM classification orders by FY 1987,
- Continue review of waterpower and waterstorage withdrawals, and
- Inventory of all BLM de facto withdrawals.

Base program

Base funding for the Withdrawal Processing and Review program is $3,542,000 and 113 FTE-T.

The Federal Land Policy and Management Act (FLPMA), Section 204(l) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western states, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the Alaska Native Claims Settlement Act for possible conveyance to Alaska Natives and under the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals and proposed revocations pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

A "withdrawal" closes Federal land to multiple use and dedicates it to a single or dominant use. Land classification orders can have a similar impact. FLPMA was in part a response to concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,975 withdrawals covering 71.9 million acres. Classification orders segregated another 148 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing. It is essential that withdrawal and classification reviews be conducted systematically and expeditiously to remove unnecessary closures. This will make the maximum amount of public land available for multiple use.

In FY 1982 BLM and the other holding agencies developed mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The review workload for FY 1985 will consist largely of review of other agency withdrawals. Successful completion of the FY 1985 schedule depends totally on other agencies timeliness in submission of their withdrawals rejustifications to BLM State Offices.

The Alaska withdrawal review program for opening of lands to mining, mineral leasing, settlement, and other disposals, based on several different authorities, will be completed in FY 1985. Withdrawal review of Federal holdings is a major program which will continue as such through FY 1987. This review pursuant to Section 3(c) of ANCSA is an integral part of the entire State and Native conveyance program.

The Waterpower Classification Program encompasses identification, evaluation, and classification of Federal lands with significant water and power potential. Classifications are made to protect potential water and power resources from encumbrance and uses which would destroy site values and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies. The program was initially located in USGS, transferred to MMS, and then merged with BLM under the provisions of Secretarial Order No. 3087 of December 3, 1982.

Workload accomplishments at the base level would be as follows:

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Withdrawal applications processed (cases)	30	25	30	+5
Revocations processed (cases)	273	194	194	---
Withdrawals reviewed (cases)	496	496	496	---
Classifications reviewed(cases)	148	149	149	---
Waterpower classifications (cases)	26	26	26	---
Waterpower reports (each)	630	600	600	---

Increase for FY 1985

(dollar amounts in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	3,542	4,692	+1,150
(FTE-T)	(113)	(137)	(+24)

At the time of the MMS/BLM merger, the Department had proposed to eliminate funding for the waterpower classification program for FY 1984 and beyond. After a review of the requirements of the program it was concluded that a scaled down effort was needed to address the existing classifications. In FY 1985, the waterpower classification program will begin a 7 year effort to review approximately 1,050 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation or revocation. Since no funds were provided in the FY 1984 program for this function, an increase of $400,000 and 9 FTE is needed to carry out the effort.

An increase of $750,000 and 15 FTE is proposed for FY 1985 to complete a fullscale inventory of all de facto withdrawals on Federal lands, reviewable under FLPMA. This inventory will, for the first time, provide BLM managers with a comprehensive overview of the extent to which lands have been closed or restricted to mining and mineral leasing by means other than Executive or Congressional withdrawals. Some examples of de facto withdrawals include some land use planning decisions, notices of realty action, applications having segregative affects, and various land use classifications, all of which have been accomplished at the State and district level. Though not mandated by FLPMA as part of the withdrawal review effort, this inventory is considered equally important. Over the years de facto withdrawals have accumulated to the point where their restrictive effect has become a major concern of industry. The proposed $750,000 would include costs for workmonths, maps, computer input and computer time.

Workload accomplishments at the FY 1985 estimate level of funding, as compared to the base, will be:

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Withdrawal applications processed (cases)	30	30	---
Revocations processed (cases)	194	151	-43
Withdrawals reviewed (cases)	496	637	+141
Classifications reviewed (cases)	149	50	-99
Waterpower classification (cases)	26	26	---
Waterpower reports (each)	600	600	---
Waterpower classification reviewed(#)	---	100	+100
Defacto withdrawal inventory	---	X	---

Distribution of change by object class

The object class detail for the proposed increase of $1,150,000 and 24 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Realty Specialist	12/13	4	$152,000
Land Law Examiner	12/13	4	152,000
Geologists	12/13	6	228,000
Hydrologists	12/13	2	76,000
Engineers	12/13	2	76,000
Computer Specialists	9/11	3	90,000
Cartographers	9/11	3	90,000
Full-time Equivalent - Total		24	$864,000
Personnel benefits			140,000
Travel and transportation of persons			35,000
Printing and reproduction			20,000
Other services			41,000
Supplies and materials			50,000
Equipment			36,000
Total			$1,150,000

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Renewable Resources Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Forest Management	$ 5,636	$ 6,112	$ 6,112	$ 6,130	$ 6,130	$ ---
Range Management	39,630	32,634	32,634	32,725	32,725	---
Soil, Water, and Air Management	16,976	11,595	11,595	11,622	11,622	---
Wildlife Habitat Management	15,160	11,515	11,515	11,544	11,444	-100
Recreation Management	23,265	17,410	17,410	15,297	15,706	+409
Fire Management	9,334	7,446	7,446	7,461	7,911	+450
TOTAL	$110,001	$86,712	$86,712	$84,779	$85,538	+$759

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollar amounts in thousands)

Program Element		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Public Domain	$	5,173	5,191	5,191	+18	---
	(FTE-T)	(167)	(167)	(167)	(---)	(---)
Western Oregon	$	939	939	939	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	6,112	6,130	6,130	+18	---
	(FTE-T)	(167)	(167)	(167)	(---)	(---)

Authorization

43 U.S.C. 1711, 1732
P.L. 94-579
The Federal Land Policy and Management Act of 1976, Section 302, provides for management, protection, and marketing of resources on a sustained yield basis; Section 201(a) provides for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315
The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

Objective

The objective of the Forest Management Program is to ensure that all public land forest resources -- other than the Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) forested lands -- are managed effectively and efficiently to help meet current and future domestic needs for timber and other forest products by:

- implementing environmentally sound harvesting and management practices, including planting, thinning, site and stand work, and pest control;
- making approximately 1 billion board feet of timber available over the next decade, with 92 million board feet (MMBF) scheduled to be offered for sale in FY 1985; and
- issuing 83,000 fuelwood and other forest products permits annually.

This subactivity includes funding for the management of the public domain (PD) forested lands in the Western states and a funding contribution for those PD forest lands in Western Oregon intermingled with the larger amount of O&C lands. The program for each area is discussed separately below.

PUBLIC DOMAIN

This program element deals only with forest management and development on public lands outside of western Oregon.

Base program

The FY 1985 base funding level of $5,191,000 and 167 FTE-T is the same as in FY 1984. There is no change proposed for FY 1985.

Under the public domain Forest Management program, 1.5 million acres of commercial forest lands receive intensive management to ensure a sustained yield production of 92 million board feet of timber annually to help meet the nation's demand for wood fiber. This level of annual harvest has been determined through inventories and allowable cut calculations. In addition, 22 million acres of woodlands not capable of sustaining timber for commercial use are managed to protect the trees from insects and disease, to prevent trespass, and to satisfy public demand for fuelwood, posts, poles, Christmas trees and other materials.

Intensive forest practices result in improved production from commercial forest lands. Reforestation is necessary not only to ensure prompt forest regeneration but also to ensure that the new forest will contain timber of the most desirable species. Land treatments such as the use of herbicides are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in a newlycut area. Later on, precommercial thinning culls out selected trees to concentrate sunlight, moisture, and nutrients on fewer trees of better quality. These and other practices increase both quantity and quality of merchantable timber in a given stand.

A primary focus of the Forest Management program is obtaining maximum efficiency by concentrating intensive management practices on those areas where the timber has the greatest value or greatest potential for improvement. Also emphasis has been placed on development of a consistant approach to the determination of fuelwood fees to increase receipts. The FY 1985 Forest Management program will continue improvements that will be introduced in FY 1983 and FY 1984.

Increased harvest levels should be realized during FY 1984 and it is estimated that receipts of $13.4 million will be generated. This will be up $1.9 million from FY 1984.

Workload at the base level is as follows:

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Estimate & Base	Increase (+) or Decrease (-)
Volume of timber sold (million board feet)	85	92	92	---
Fuelwood and other forest product permits (000's)	76	83	83	---
Forest inventoried (000's acres)	210	219	219	---
Activity plans	27	33	33	---
Pest control (000's acres)	12	12	12	---
Site and stand improvement (acres)	1,790	3,250	3,250	---
Reforestation (acres)	1,200	1,810	1,810	---
Seedlings planted (000's)	523	828	828	---

WESTERN OREGON

Base Program

The base level of $939,000 will continue the FY 1984 level of effort in forest management and development on public domain lands in Western Oregon. Approximately 10 percent (or 240,000 acres) of the public forest lands in Western Oregon intermingled with the revested Oregon and California Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands.

Since these lands are intermingled with and in general managed in the same manner as are the O&C and CBWR lands, it is not feasible to separate these program accomplishments and requirements from the rest of the Western Oregon program. Therefore, the entire Western Oregon program is discussed in the Oregon and California Grant Lands Appropriation program justification, and the total workload measures are depicted within the O&C Grant Lands Timber Management and Timber Development and Reforestation programs.

The $939,000 will be combined with the Oregon and California (O&C) Grant Lands Funds (separately appropriated) for the management of all BLM-administered lands in Western Oregon.

Although these intermingling public domain lands are managed under FLPMA, instead of the O&C Act, BLM is not precluded from assigning timber production as the dominant use on them once consideration has been given to all reasonable multiple use mixes as provided through the environmental impact statement process which describes and analyses the environmental impacts of implementing timber management plans.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Management	$	4,974	4,984	4,984	+10	---
	(FTE-T)	(109)	(109)	(109)	(---)	(---)
Grazing Management	$	27,660	27,741	27,741	+81	---
	(FTE-T)	(774)	(774)	(774)	(---)	(---)
Total Requirements	$	32,634	32,725	32,725	+91	---
	(FTE-T)	(883)	(883)	(883)	(---)	(---)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The Public Rangelands Improvement Act of 1978 requires the improvement of range conditions on public rangelands, research on horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The Carlson - Foley Act of 1968 authorizes the agency to reimburse states for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which has a significant effect on the environment.

7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.
41 U.S.C. 501 P.L. 95-224	The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use by the executive agencies of such instruments.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- to protect and manage wild horses and burros through implementation of 15 Herd Management Area Plans and monitoring of 85 herd areas;
- to protect all herd area resources by the removal of 10,500 excess animals; removals will continue in future years until populations are reduced to appropriate management levels as determined by land use decisions and subsequent monitoring;
- to achieve an adoption program that is as economically self-sustaining as possible by charging adoption and transportation fees that partially defray the costs of adoption;
- to maintain a viable adoption program by adopting an estimated 7,750 animals, to conduct an estimated 560 compliance checks in response to specific complaints of animal abuse, and to issue 7,700 titles for animals adopted in FY 1984; and
- to sell 2,300 animals for which no adoption demand by qualified individuals exist.

Base program

Base funding for the Wild Horse and Burro Management program is $4,984,000 and 109 FTE-T. No change is proposed for FY 1985.

The Wild Free-Roaming Horse and Burro Act was passed by Congress in 1971 to preserve living symbols of the historic and pioneer spirit of the West and to prevent branding, harassment, and commercial exploitation of wild horses and burros. BLM was given the responsibility to protect and manage these animals as an integral part of the public lands natural ecosystem.

An estimated 45,000 wild horses and 12,000 wild burros currently inhabit the public lands under BLM's jurisdiction. The number of animals that can be maintained on a specific area is determined by the amount of food,

water, cover, and space available for their use. Wild horses and burros must share their habitat with wildlife and domestic livestock. The proper balance of wild horses and burros, wildlife, and livestock is determined through BLM's multiple-use planning process, which includes opportunities for meaningful public participation, and subsequent monitoring of the animals and their habitat. Although planning is incomplete in many areas, BLM estimates approximately 21,000 wild horses and 4,000 wild burros will be maintained on the public lands as the appropriate management level.

Over the past 10 years BLM has funded 12 research projects with various universities to gain a better understanding of wild horse and burro population dynamics, habitat requirements, and the animals' impact on other rangeland resources. A major research study undertaken with the National Academy of Sciences (NAS) was recently completed and a report submitted to Congress in January 1983. No further research is anticipated in FY 1984 or FY 1985, although 5 site specific studies on forage and habitat conditions, herd sex and age characteristics, herd seasonal use patterns, and competition with other animals for habitat will be undertaken for horse and burro herd areas.

Although it is accepted that forage consumption exceeds current production of forage in some areas of the West, it is very difficult to reach a consensus on which animals should be removed. There is also controversy when excess wild horses and burros are captured, and the question arises over their disposition. Animal protection groups oppose destruction. By law, BLM must provide animals for private care as long as there is an adoption demand by qualified individuals. Remaining excess animals must be destroyed in the most cost efficient and humane manner possible. Accordingly, BLM developed the Adopt-A-Horse/Burro Program to assign the care and maintenance of excess animals to qualified individuals. It is estimated that more than 43,000 excess horses and burros will have been adopted nationwide by the end of FY 1983 since the program's inception in 1973.

BLM has initiated measures to increase its efficiency and cost-effectiveness in operating the Adopt-A-Horse/Burro Program. Recently revised internal procedures should improve adoption application processing and BLM's review of applicants' qualifications. The application form has been revised to require more explicit information from applicants concerning their facilities and transport equipment for the animals requested. By requiring more complete information from the applicants initially, BLM personnel should be able to expedite review of the applications. Brochures distributed to potential applicants have been revised to describe specifically BLM's standards for feed, water, space, shelter, and transport so an individual can determine before applying whether she/he can meet BLM's qualifications for adoption of excess wild horses and burros.

BLM procedures have been revised to require verification of the qualifications of adoption applicants requesting more than four animals or requesting to maintain more than four animals in a single location. The verification must be a written certification by a veterinarian, local humane official, or similarly qualified official approved by BLM and must confirm that the adopter's facilities and capabilities are adequate to care for the number of animals requested.

Adoption fees were raised on January 2, 1982, to $200 for horses and $75 for burros in an effort to recover more of the adoption-related expenses and curtail the subsidy received by adopters. Instead, the higher fees had the effect of reducing adoption demand, which would have resulted in an increase in the destruction of unadoptable animals. The increased fee policy was the subject of litigation, and BLM was under a court-ordered moratorium on the destruction of excess animals for which no adoption demand existed. Although fee collections increased under the policy from $62 per animal to $163 per animal, the moratorium and public resistance to the higher fee had the effect of almost doubling adoption costs from $373 per animal to $626. This is because animals remained in corrals for longer periods of time before being adopted and because BLM had to increase its efforts to locate adopters.

The number of animals adopted is increasing under the lower fee, but over 3,000 animals are presently being maintained in adoption centers, at daily feeding costs of about $5,000. Only 600 adoption applications requesting 1,500 animals currently are on file with BLM. Without sale authority an extimated 2,250 animals will have to be destroyed annually in FY 1984 and FY 1985, or animals will have to maintained in adoption centers for long periods of time while BLM incurs high feeding and handling costs.

The litigation has been resolved. Effective March 4, 1983, adoption fees for horses were reduced from $200 to $125 (in addition, adopters must also pay transportation costs from the facility where the animals are prepared for adoption to the adoption point). The fee for burros was retained at $75 per animal plus transportation costs. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" Appropriation and are available for use in this program.

Once an animal has been adopted and received proper care for 12 months, the adopter may apply for ownership of the animal. During the 12 month adoption period, BLM conducts compliance checks in response to complaints received about the use or care being given to adopted animals. If problems are discovered, BLM may repossess the animal if its health and well-being are in jeopardy, or require the adopter, as a condition for keeping the animal, to take specific corrective actions. BLM has also established agreements with humane organizations in Utah, Missouri and Pennsylvania to supplement its compliance activities at no cost to BLM. Additional agreements are under consideration in other locations.

Legislation has been introduced into Congress (S.457 and H.R. 1675) which would grant authority to BLM to sell any excess animals for which there is no adoption demand. Present law provides only for the humane destruction of unadoptable animals. It is assumed that sale proceeds would go into the "Service Charges" Appropriation just as adoption fees do and be available for BLM to use in the Wild Horse and Burro Management program. Sale authority is desirable, and BLM supports the concept. The FY 1985 budget estimate has been prepared on the assumption that legislation granting sale authority will be enacted and in effect in FY 1985.

The following table indicates program outputs:

Workload Measure	Actual FY 1983	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Inventory (million acres)	9.3	5.0	14.8	14.8	---
Studies	20	15	15	15	---
Herd management area plans implemented	12	15	15	15	---
Monitoring (herd areas)	42	70	85	85	---
Animals removed	5,550	10,000	10,500	10,500	---
Animals adopted	3,700	7,750	7,750	7,750	---
Animals destroyed	350	2,250	450	450	---
Animals sold	---	---	2,300	2,300	---
Compliance checks (adopters)	550	560	560	560	---
Animals titled	4,800	3,700	7,700	7,700	---

At the proposed funding level BLM will remove 10,500 excess animals from the public lands. Because maximum adoption demand at the current fee level is anticipated to be 7,750 animals adopted, most of the additional animals removed are expected to be sold. Destruction of old, sick, and lame animals will continue at 450 animals.

The other significant aspect of the proposed funding level is that adequate funds will be available for herd management; however, emphasis will remain on removals.

GRAZING MANAGEMENT

Objectives

- to protect, maintain, and improve the productivity of the rangeland resources by making and implementing equitable and supportable decisions about land uses, resource allocations, and grazing authorizations in a timely fashion through the resource management planning process;

- to fully utilize the Grazing Management Policy approved on March 5, 1982, to categorize and set priorities for management and development of areas of land allocated to individuals or corporations for grazing (grazing allotments);

- to fully implement Bureau Range Improvement and Investment policy and provide incentives for private investments in range improvements on the public lands;

- to meet the court-mandated schedule for livestock grazing environmental impact statements (EIS's);

- to monitor rangeland resource conditions on 4,950 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;

- to initiate cost-effective rangeland improvements on 490 allotments that will help improve the condition of the lands for livestock grazing, wildlife habitat, watershed protection, and wild horse and burro habitat, utilizing funds in both Grazing Management and the Range Improvements Appropriation;

- to issue 26,200 grazing permits or leases for livestock grazing on the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;

- to conduct vegetation inventories on 3.0 million acres to support rangeland resource decisions and provide a baseline for monitoring on the highest priority allotments; and

- to maintain cooperative programs with states for noxious weed control in accordance with Public Law 90-583, the Carlson-Foley Act of 1968.

Base program

Base funding for the Grazing Management program is $27,741,000 and 774 FTE. No change is proposed for FY 1985.

BLM issues about 26,200 grazing permits, leases or adjustments annually to authorize grazing use by the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of grazing on the public lands requires determining the amount and quality of forage available for livestock, wildlife, wild horses and burros, and other uses; implementing grazing plans; conducting compliance checks; monitoring rangeland condition and trends; and maintaining existing rangeland improvements.

In the mid-1960s, BLM initiated an intensive grazing management program to improve the public rangelands that were considered to be in less than satisfactory condition. In 1975, implementation of this intensive management program was delayed pending completion of 144 grazing EIS's. The EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EIS's by the end of 1988. Ninety-five grazing EISs will have been completed by the end of FY 1984, and an additional 14 will be completed during FY 1985. These 109 grazing EIS areas cover about 153 million acres. Upon completion of the first grazing EIS's in 1978, BLM resumed implementation of the grazing management decisions based upon the analysis of rangeland conditions and resource needs on the areas covered by the EIS's.

BLM implemented a new policy on March 5, 1982, to ensure that funds are effectively spent. The overall condition of the public rangelands will continue to improve with management under the newly adopted Grazing Management and Range Improvement policies. The effects of these policies will be to concentrate efforts and funds where the greatest potential for improvement exists. Reductions in expenditures will take place for those areas already in suitable condition or where potential for improvement is low, where the cost of improvement would be extremely high, or where no further deterioration in condition is expected. The Bureau's policy of adjusting livestock grazing to appropriate levels has not changed. The method of determining the appropriate level of grazing use has been changed from that of a costly, single point-in-time forage production study to one of a more tested and efficient program of monitoring. Monitoring consists of an analysis of longer term, more reliable indicators such as range condition, range trends, forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), and climate (measured precipitation).

Inventories will be reduced from 13 million acres in FY 1983 to 3.7 million acres in FY 1984. This will result in a shift in emphasis from inventory to multi-year monitoring to evaluate the progress of management actions and the effectiveness of actions in meeting management objectives. This shift will enable BLM to continue to establish a monitoring system in advance of grazing EIS's to be completed in FY 1985 and beyond. This will provide data to support the land-use planning process and initial adjustments in grazing land use during a five-year phase-in decision period. Monitoring will be established on 4,850 allotments in FY 1984 and increased to 5,200 allotments in FY 1985.

The Bureau has issued and is implementing a new policy regarding the use of the Range Improvements Appropriation and a policy that assigns responsibility for maintenance of range improvements to primary beneficiaries. Range Improvement funds will be targeted for on-the-ground development with responsibility for all structural maintenance costs shifted to the livestock operators by FY 1984. As a consequence the FY 1985 program outputs include a decrease of maintenance on 270 projects.

In cooperation with the Office of Management and Budget and economists from land grant universities, BLM has developed an investment analysis policy and procedure that ensures that proposed range land improvement projects are cost-effective. This policy and procedure includes the use of benefit/cost (B/C) and other economic analyses to screen out or avoid unrealistic and burdensome investments and to assign higher priority to those investments yielding the highest return. In addition, the policy and procedure is designed to encourage private or other beneficiaries to contribute funds toward improvement of rangeland conditions. The Bureau will give highest priority to implementation of range improvements totally funded by these non-Federal contributions.

The Public Rangelands Improvement Act of 1978 (PRIA) established the grazing fee formula on a seven-year trial basis for the grazing fee years 1979 through 1985. Based on this formula, the grazing fee in 1983 is $1.40 per animal unit month (AUM), a decrease of $.46 from 1982, and a decrease of $.91 from 1981. Based on preliminary data, the fee is expected to remain

at $1.40 per AUM in 1984. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. The study includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as required by PRIA.

The Federal Land Policy and Management Act of 1976 (section 307(a)) provides authority for BLM to enter into cooperative agreements for management, protection, development, and sale of public lands. This authority can be used to enter into cooperative agreements with universities, colleges, land grant institutions, State agricultural experiment stations, and Federal laboratories having a demonstrated capacity in rangeland research for the purposes of rangeland research. The Federal Grant and Cooperative Agreement Act of 1977 established government-wide criteria for selecting between a contract, cooperative agreement, or grant. The cooperative agreement is appropriate where there will be a substantial involvement between BLM and the other party in the selection of the research topic, objectives and design and in the performance and analysis of the research project.

At the proposed level of funding the Bureau will have the capability to issue grazing leases, permits, and billings; process use adjustments such as transfers, activation of non-use, license changes, etc.; supervise use on grazing allotments; maintain improvements where the Bureau has that responsibility; and prepare the needed grazing EIS's as scheduled by court order.

The budget will emphasize on-the-ground development of range improvements. Combined funding in the Range Improvements Appropriation and Grazing Management provides for cost-effective rangeland improvements to be constructed on 490 allotments. These improvements include project work such as land treatments and installation of water facilities, fences and cattleguards. To the extent feasible, rangeland improvements will incorporate private cost sharing in relation to private returns from the investments. Implementation of these policies and utilization of cooperative management agreements will encourage private or other interests to contribute to prudent rangeland investments and will avoid the expenditure of public funds on areas having limited potential for improvement or that are already in good condition.

Funds are also included for continuation of coordinated noxious plant control in five states. Federal action is necessary because several species of noxious weeds are growing on public lands and providing a seed source for private land.

The proposed funding level is adequate to conduct vegetation inventories on 3.0 million acres to support rangeland resource decisions and provide a baseline for monitoring. This will enable BLM to correlate the vegetation inventory data with soils data, to prepare the grazing EIS's and to make resource decisions. Monitoring will be conducted to evaluate progress in meeting management objectives and to determine whether range improvements are having the intended effect of improving range condition. The required

data efforts are determined by factors such as categorization, duration of management, anticipated plant responses, and the cooperation of permittees who provide voluntary data.

Writing of new allotment management plans (AMP's) will be reduced or deferred in FY 1984; there are 550 AMP's already written and awaiting implementation. The FY 1985 budget provides for preparation of 100 new AMP's. In addition preparation of cooperative management agreements (CMA's) will continue to be emphasized. A CMA is a formal written agreement between the BLM and a livestock operator, who is acknowledged as a good land manager, which recognizes the operator as steward of his allotment. This provides the livestock operator additional responsibility and flexibility in his livestock management. By providing increased flexibility to suitable operators, BLM is encouraging other livestock operators to be prudent stewards of the public lands so they can operate under a CMA.

The following table summarizes planned program outputs:

Workload Measure	FY 1983	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Inc.(+) or Dec.(-)
Grazing EIS's prepared	13	15	14	14	---
Allotments receiving improvements 1/	510	440	495	495	---
Allotments supervised 2/	10,600	10,600	10,600	10,600	---
Allotments monitored	4,850	4,850	5,200	5,200	---
New AMP's written	525	---	100	100	---
Projects maintained	315	270	---	---	---
Land treatments maintained (acres)	20,650	20,650	12,400	12,400	---
Leases/Permits issued 3/	26,200	26,200	26,200	26,200	---
Inventory (million acres)	13.3	3.7	3.0	3.0	---
Weed control (projects)	5	5	5	5	---

1/ The FY 1984 outputs for allotments receiving improvements differ from the data in the Justifications. The outputs presented here show total accomplishments with a combination of funding from Grazing Management in "MLR" and the Range Improvements Appropriation.

2/ The FY 1984 outputs for allotments supervised differ from the data in the Justifications. The Justifications included supervision only on category "I" allotments, whereas the outputs presented here include a minimum level of supervision on category "M" and "C" allotments as well.

3/ Includes use adjustments as estimated from recent data on workload requirements.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water and Air Management

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
$	11,595	11,622	11,622	+27	---
(FTE-T)	(253)	(253)	(253)	(---)	(---)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management of public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis and requires compliance with applicable state and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain and increase water supply.

33 U.S.C. 404
P.L. 95-217

The Clean Water Act, as amended, requires BLM to participate with state and Federal water quality planning and permitting activities which requires exchanging data, resource planning, revising standards, and developing Best Management Practices for the control of non-point source pollution.

43 U.S.C. 1901 et seq.
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions and provide habitat for livestock and wildlife.

42 U.S.C. 201 P.L. 95-190	The Safe Drinking Water Amendments of 1977 amended Section 2 of the Safe Drinking Water Act requiring compliance with all Federal, State, or local statutes for safe drinking water.
16 U.S.C. 2001 P.L. 95-192	The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection and enhancement of the nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the state implementation plans.
42 F.R. 26951 E.O. 11988	Executive Order 11988, Floodplain Management, May 24, 1977 provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.

Objectives

- to reduce erosion, minimize sedimentation and siltation, promote water infiltration by increasing ground cover, and ensure the stability and productivity of rangeland soils by developing 165 soil and watershed improvement projects and maintaining 200 others.

- to promote the availability of water of sufficient quantity and quality for basic multiple-use needs by preparing 4,825 appropriative water rights claims when necessary to comply with state law and McCarren-type adjudications.

- to manage floodplains to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values of floodplains pursuant to Executive Order 11988;

- to protect groundwater recharge areas and preserve groundwater supplies and quality from indiscriminate use and contamination;

- to support multiple-use planning, development and management of natural resources by assuring compliance with Federal, state, and local air and water quality standards and regulations in a practical, expeditious and environmentally-sound manner;

- to provide soil, water, and air resource information and technical assistance to support Energy, Minerals, Forest, and Rangeland Management by inventorying 7.0 million acres for soil resources and 7.5 million acres for water resources; and

° to assess the significance of acid rain in the western United States relative to BLM decisions affecting energy and mineral development by operating acid rain monitoring stations as part of the National Acid Precipitation Assessment Plan.

Base program

The Soil, Water, and Air Management base funding level is $11,622,000 and 253 FTE-T, which is the same as the FY 1985 proposed level. The program supports other BLM resource programs, primarily through basic inventory and management recommendations for soil, water, and air resources. The program also includes monitoring, studies, and research to determine the effectiveness of BLM management programs on the public land airsheds and watershedmanagement actions and investments are achieving the intended management objectives and meeting required air and water quality standards. Watershed planning, development and maintenance activities are conducted to protect or enhance the public land watersheds essential for natural protection from flooding, erosion, and air pollution, and for protection of water quality, yields and other values.

In most states BLM is the designated management agency responsible for implementing water quality management plans under Section 208 of the Clean Water Act to control non-point sources of pollution (runoff) from public lands. The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, salinity and water quality problems. Costs include the assessment, design, construction and maintenance of a variety of small structures, sediment and flood control dams, and land treatment measures. Funds are necessary to protect the Federal investment in about 20,000 erosion and water control structures by properly maintaining these structures.

The soil, water, and air inventories are used for developing land use plans and preparing EIS's, particularly those associated with grazing and energy-mineral development. The inventories will support the formulation of land use plans and are a prerequisite to identifying management actions needed to reduce and control runoff, erosion, and pollution related to energy and mineral development, grazing, timber harvesting, etc.

Water inventories are being conducted to locate and quantify all water sources and associated uses on public lands. This inventory was initiated several years ago as a result of increased interest in documenting water uses and filing for appropriative water rights, numerous water adjudications in the West and the states' desire for quantification of Federal reserved water rights. This same information is also necessary to comply with state water registration and filing requirements for beneficial uses of water for program purposes on the public lands.

The air program provides technical assistance, climate and air quality data, for oil shale and coal leasing EIS's, other energy and mineral development activities, and prescribed fire and smoke management as well as support to other Bureau programs including grazing management and planning. Increased use of prescribed fire in forestry and rangeland activities is requiring increased emphasis on air modeling for smoke management associated with prescribed burn planning, scheduling, and

operations. Bureau acid rain monitoring provides information in support of the National Acid Precipitation Assessment Program. As a member of the Interagency Task Force on Acid Precipitation, the Bureau will continue acid rain monitoring in the western United States. The air program budget includes an acid rain monitoring budget of $80,000 as part of the National Acid Precipitation Assessment Plan, Deposition Monitoring.

The following table indicates program outputs. A number of changes in program accomplishments occur at the base level which reflect changing workloads and priorities.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Inc. (+) or Dec. (-)
Soils ($000)	6,300	3,500	3,350	3,350	---
Inventory (million acres)	9.6	7.2	7.0	7.0	---
Studies/research (#)	40	25	25	25	---
Water ($000)	7,280	5,340	4,910	4,910	---
Inventory (million acres)	17.4	7.5	7.5	7.5	---
Use inventory (# sources)	6,219	5,000	4,200	4,200	---
Studies/research (#)	100	70	70	70	---
Monitoring (# stations)	1,000	1,000	800	800	---
Water rights claims (#)	5,420	4,750	4,825	4,825	---
Air ($000)	470	470	510	510	---
Inventory (# stations)	27	55	55	55	---
Studies/research (#)	12	10	10	10	---
Monitoring (# stations)	12	12	12	12	---
Smoke management (# burn plans)	20	20	25	25	---
Watershed ($000)	2,722	2,285	2,852	2,852	---
Activity plans (#)	50	35	35	35	---
Monitoring (million acres)	2.6	2.6	2.6	2.6	---
Improvements (# projects)	130	105	165	165	---
Maintenance (# projects)	185	150	200	200	---
Dam safety (# rehab. projects)	10	10	15	15	---

At the proposed funding level, soil inventories will be adequate to meet the court-mandated grazing EIS schedule (see Grazing Management section for information on schedule and related inventory requirements). Inventory efforts are continuing to decrease in FY 1985 compared to prior years as field offices complete their EIS inventory requirements. Water inventories will be conducted in response to water rights adjudications scheduled by the states and will meet the most urgent on-the-ground implementation efforts (those affecting human health, safety and private property). Air quality inventory, technical support projects (air modeling, monitoring specifications, contract management, etc.), and studies will be conducted to support energy and mineral lease activities, prescribed fire and smoke management, and other critical Bureau programs to ensure compliance with

Federal and state air standards and regulations and the orderly development of priority programs. Participation in long-term intergovernmental (acid rain) programs will continue. The Clean Air Act is presently undergoing reauthorization; air training and policy will be developed to reflect those revisions pertinent to Bureau activities.

Funding for on-the-ground development and maintenance of soil and water projects will be targeted to correcting unsafe conditions or deteriorating watershed conditions, for protection of human health and property, and priority projects developed jointly with user groups. In general, the more expensive soil and water projects will be deferred in favor of completing smaller, less costly facilities.

Water quality and quantity will be monitored where high value resources need to be protected or where some critical problem needs to be corrected. The BLM will have adequate funding to file an estimated 4,825 water rights claims. Adjudications of claims are scheduled by the state governments, and many of the adjudications for FY 1985 have not yet been scheduled. The schedules could involve more claims; if so, BLM will ensure that the highest priority claims are filed to protect existing investments.

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
$	11,515	11,544	11,444	-71	-100
(FTE-T)	(275)	(275)	(272)	(-3)	(-3)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 201(a) provides for the preparation and maintenance of an inventory of public land resources on a continuing basis. Section 401(b)(1) authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement and management of wildlife habitat.
16 U.S.C. 715 P.L. 70-770	The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 et seq. P.L. 93-205	The Endangered Species Act of 1973 (ESA), as amended, provides for the protection of endangered species and their habitats.
16 U.S.C. 670 et seq. P.L. 93-452	The Sikes Act of 1974, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with state wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act of 1978 (PRIA) directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. The Act provides for on-the-ground funding of wildlife habitat protection, improvement and maintenance projects.

42 F. R. 26951 EO 11988	Executive Order 11988, Floodplain Management (May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.
42 F. R. 26961 EO 11990	Executive Order 11990, Protection of Wetlands (May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Objectives

The objectives of the wildlife habitat management program are to:

° Complete wildlife habitat inventory and monitoring essential to resolving critical energy and minerals development, land sales, land use, grazing, and forestry resource allocation issues identified in planning and environmental assessment work. This includes cooperation with state and other Federal agencies.

°. Comply with the statutory requirements of the Endangered Species Act (ESA) by implementing stipulations to avoid, where possible, impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within four months of the initial determination that a proposed action may affect a T/E species.

° Comply with the statutory requirements of Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within six months of initial determination that an action may affect a T/E species.

° Comply with the statutory requirements of the ESA to provide for recovery of presently-listed T/E species.

° Comply with EO 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within four months of the initial determination that a proposed action may affect wetland or riparian habitat.

° Improve 600,000 acres of terrestrial habitat, 200 miles of aquatic habitat, 20,000 acres of wetland habitat, 130 miles of riparian habitat, and 210,000 acres of habitat for threatened and endangered species throughout the year.

° Maintain 800,000 acres of terrestrial habitat, 180 miles of aquatic habitat, 20,000 acres of wetland habitat, 80 miles of riparian habitat, and 150,000 acres of habitat for threatened and endangered species throughout the year.

Base program

The base program of $11,544,000 and 275 FTE-T provides funds to maintain and improve wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species on public lands, and to protect and provide the opportunity, through habitat enhancement, to de-list T/E plant and animal species occurring on the public lands. Wildlife habitat inventory, monitoring, planning, environmental assessment, and habitat improvement are all part of, and essential to, a balanced program.

The Bureau's role is distinct from that of the FWS or the State wildlife agencies. State wildlife agencies manage resident wildlife species, usually by regulating hunting and fishing throughout the State and by preserving wildlife habitat on certain state-owned lands. Similarly the FWS manages migratory species throughout the United States and controls habitat on refuges. FWS refuges generally are managed for the single-purpose of fostering wildlife. In contrast, BLM does not regulate hunting or propagate species, but instead manages 288 million acres of public lands which provide diverse habitats upon which hundreds of resident, migratory, and T/E species depend for food, water, and cover.

BLM's job of habitat management in a multiple-use context is more complex than that of the FWS and the state wildlife agencies, which are single-purpose agencies whose paramount mission is the furtherance of the wildlife resource. BLM, as a multiple-use agency, must integrate all the developmental and protection needs and mandates relating to the public lands. Therefore wildlife habitat management in the BLM is tempered by the needs of other resources on the public lands. Because BLM manages habitat, rather than directly managing species, units of accomplishment are recorded in terms of acres of terrestrial or wetland habitat, miles of riparian or aquatic habitat, or acreage or miles of T/E habitat managed, rather than numbers of species or numbers of animals managed.

Major effort in the program is directed toward providing wildlife expertise and analysis in support of Bureau programs, issues, and initiatives through planning and environmental interdisciplinary efforts involving energy, minerals, lands, grazing, and forestry. This meets Federal environmental review requirements so that public land resources can be developed, as well as ensuring that wildlife values and needs are identified and adequately provided for through appropriate protective stipulations and mitigative measures in resource development plans.

The second major effort of the program involves site-specific wildlife habitat management and improvement -- the Bureau's Habitat Management Plan (HMP) implementation program. The HMP program addresses the Bureau's responsibilities for habitat management as mandated by FLPMA, Endangered Species Act (ESA), National Environmental Policy Act (NEPA), Sikes Act, Public Rangelands Improvement Act (PRIA) and EO 11990. This ensures that the habitat needs of fish and wildlife populations are met through site-specific protection, enhancement, or maintenance of habitat areas necessary to support them.

Through the concept of New Federalism the BLM program continues to recognize the States' primary responsibility for the management of resident wildlife, and encourages States and/or other primary beneficiaries to invest in improving wildlife habitat on public lands. BLM has contacted wildlife agencies and interest groups to encourage them to increase their support of wildlife habitat improvement and maintenance through contributions and donations of funds and time. In addition, the Administrative Provisions have been changed in FY 1984 to allow BLM to pay costs incidental to the use of volunteers who serve without conpensation. BLM estimates that State and local contributions could amount to $500,000 in FY 1984 and FY 1985 if matching funds are available. As a consequence, this amount has been identified within the requested funding levels for both years to be used as matching funds under the authority of the Sikes Act. Of the estimated 890,000 acres of terrestrial habitat improvement and 890,000 acres of terrestrial habitat maintenance which will be accomplished at the base level, the BLM funding will account for 625,000 acres in both workload measures, and the contributed funds will account for 265,000 acres in both workload measures.

BLM plans to spend $1,625,000 for its T/E species effort at the base level and at the proposed level.

The following table outlines the types and quantities of habitat on public lands.

Types of Wildlife Habitat on the Public Lands

Habitat Type	Acres (000)	Miles (000)
Terrestrial	241,044	---
Aquatic	---	381
Wetland	27,509	---
Riparian	---	425
Lakes and Reservoirs	3,097	---
Total	271,650	806

However, based upon the habitat provided and the management decisions affecting the habitat, BLM directly influences the numbers and kinds of wildlife species which inhabit the public lands. Public use of these lands for hunting, fishing, and nonconsumptive enjoyment of wildlife is considerable. In 1981 (the most recent year for which data are available) there were an estimated 9.5 million consumptive user days and approximately 6 million nonconsumptive user days on the public lands. Habitat and harvest figures for 1980 are summarized in the following table:

Estimated Wildlife Habitat and Harvest Values on the Public Lands 1/

Species/Use	Acres (000s)	Miles	Number Harvested	Harvest Value 2/ ($000)
Big Game	241,020	---	171,441	33,034
Upland Game	264,890	---	725,720	unknown
Waterfowl	47,060	---	172,740	unknown
Furbearers	unknown	---	68,080	N/A
Fishable				
Streams:	---	323,000	---	---
Commercial	---	---	58,357,500 lbs.	116,715
Sport	---	---	4,943,000 lbs.	1,915
T/E species	20,000	6,200	N/A	N/A

1/ Based on data for 1980.
2/ Estimated value of "meat-on-the-table."

The Bureau closely coordinates habitat management and development with state wildlife agencies. Approximately 90 percent of the Habitat Management Plans (HMP's) are cooperatively developed with state wildlife agencies by BLM under Sikes Act authority. Plans also are closely coordinated with other Federal agencies such as the Forest Service and FWS. This improves cost effectiveness and ensures that common objectives are met.

The following workload table compares planned accomplishments at the FY 1985 base level with accomplishments in FY 1983 and FY 1984. The workloads in parentheses are non-add items; units in thousands of acres are included in terrestrial habitat and units in miles are included in aquatic habitat.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Habitat Improvement				
Terrestrial habitat	1,400	890	830	-60
improvement (000 acres)	(---)	(---)	(600)	
T/E habitat				
improvement (000 acres)	(---)	(---)	(210)	
Wetland habitat				
improvement (000 acres)	(---)	(---)	(20)	
Aquatic habitat	2,900	1,000	330	-670
improvement (miles)	(---)	(---)	(200)	
Riparian habitat				
improvement (miles)	(---)	(---)	(130)	
HMP preparation (#)	30	5	5	---
Habitat Maintenance				
Terrestrial habitat	1,000	890	970	+80
maintenance (000 acres)	(---)	(---)	(800)	
T/E habitat				
maintenance (000 acres)	(---)	(---)	(150)	

Workload Measure (cont.)	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Wetland habitat maintenace (000 acres)	(---)	(---)	(20)	
Aquatic habitat	3,500	700	260	-440
maintenance (miles)	(---)	(---)	(180)	
Riparian habitat maintenance (miles)	(---)	(---)	(80)	
Monitoring				
Terrestrial habitat	20.7	14.3	15.4	+1.1
monitoring (million acres)	(---)	(---)	(14.3)	
T/E habitat monitoring (million acres)	(---)	(---)	(1.04)	
Wetland habitat monitoring (000 acres)	(---)	(---)	(55)	
Aquatic habitat	1,010	870	1,370	+500
monitoring (miles)	(---)	(---)	(870)	
Riparian habitat monitoring (miles)	(---)	(---)	(500)	
Research (#)	7	4	4	---
Studies (#)	270	130	130	---
Inventory				
Terrestrial habitat	15.5	9.8	11.3	+1.5
inventory (million acres)	(---)	(---)	(9.8)	
T/E habitat inventory (million acres)	(---)	(---)	(1.5)	
Wetland habitat inventory (000 acres)	(---)	(---)	(10)	
Aquatic habitat	300	210	320	+120
inventory (miles)	(---)	(---)	(200)	
Riparian habitat inventory (miles)	(---)	(---)	(120)	

Decrease for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	11,544	11,444	-100
(FTE-T)	(275)	(272)	(-3)

A decrease of $100,000 and 3 FTE is proposed for FY 1985.

The decrease of $100,000 will result in a decrease in terrestrial habitat inventory on 100,000 acres. The workload associated with the grazing EIS effort is tapering off, and a lower level of wildlife inventory associated with that effort is required. Inventory and monitoring needed in conjunction with other major issues confronting BLM will continue to be emphasized.

The proposed level maintains the accomplishments directed toward threatened and endangered species at the base level of $1,625,000. State wildlife agencies and other beneficiaries of BLM's wildlife program will continue to be encouraged to contribute private funds toward habitat improvement and maintenance; included in the proposed funding level is $500,000 to be used to match contributed funds. All other workloads will be continued at the base level, except terrestrail habitat inventory which will be reduced by 100,000 acres to a proposed level of 9.7 million acres.

Distribution of change by object class

The object class detail for the proposed decrease of $100,000 and 3 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Wildlife Biologist	11	1	$30,000
Wildlife Biologist	7/9	1	25,000
Clerk-Typist	4/5	1	15,000
Full-time Equivalent - Total		3	$70,000
Personnel benefits			10,000
Travel and transportation of persons			15,000
Supplies and materials			3,000
Equipment			2,000
Total			-$100,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollar amounts in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	4,905	2,919	4,069	-836	+1,150
	(FTE-T)	(96)	(80)	(101)	(+5)	(+21)
Wilderness Management	$	7,239	7,096	6,055	-1,184	-1,041
	(FTE-T)	(175)	(175)	(147)	(-28)	(-28)
Recreation Resources Management	$	5,266	5,282	5,582	+316	+300
	(FTE-T)	(153)	(153)	(157)	(+4)	(+4)
Total Requirements	$	17,410	15,297	15,706	-1,704	+409
	(FTE-T)	(424)	(408)	(405)	(-19)	(-3)

Authorizations

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976

- identifies recreation as a major use of public lands;
- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;
- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603(a)); and

	- requires preparation and maintenance of an inventory of public land resources on a continuing basis.
16 U.S.C. 1242, 1243 P.L. 95-625	The National Parks and Recreation Act of 1978 established a number of national historic trails which cross public lands.
16. U.S.C. 432 P.L. 59-209	The Antiquities Act of 1906 establishes provisions for the protection of cultural resources on all Federal land. It also imposes penalties against those who excavate or appropriate these values without an antiquity permit.
16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 et seq. P.L. 88-577	The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 established the continuing responsibility of the Federal government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470aa, 470cc, and 470ee. P.L. 96-95	The Archaeological Resources Protection Act of 1979 (ARPA) requires permits for excavation of sites and removal of artifacts, provides protection of Federally-administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.

16 U.S.C. 470 P.L. 89-665	The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, state and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.
16 U.S.C. 3101 et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

CULTURAL RESOURCES MANAGEMENT

Objectives

- Process applications, issue Antiquities Act/Archaeological Resources Protection Act (ARPA) permits to conduct archaeological investigations on public lands, and monitor approved activities;
- Provide appropriate levels of inventory and evaluation for all priority Bureau planning efforts; and
- Provide protection for the most valuable and most critically threatened cultural and natural history resources.

Base program

Base funding for BLM's Cultural Resources Management program is $2,919,000 and 80 FTE-T. The program provides protection and management for more than half of all the cultural resources administered by the Federal government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers to prevent or minimize unnecessary damage and to accommodate appropriate use of those resources by the scientific community and the general public.

An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the exceptionally valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological and geological importance. Through FY 1982, over 1,000 of the estimated 18,000 cultural properties identified as having characteristics qualifying them for inclusion in the National Register of Historic Places have been listed or formally determined eligible. It is anticipated 10 sites will be nominated during fiscal years of 1983 and 1984. Designated natural history resources on public lands now include 35 Research Natural Areas (RNA's), all or parts of 43 National Natural Landmarks (NNL's), one

Experimental Ecological Reserve, and one International Biosphere Reserve. Nearly 200 potential RNA's and NNL's are awaiting evaluation, planning decisions and/or formal establishment.

Major problems in cultural resource management stem from the increasing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1982, the Bureau documented approximately 190 cases where pothunters had damaged cultural sites on public lands to obtain artifacts for either profit or private collections. In three cases, BLM was able to gather sufficient evidence to identify the perpetrators and prosecute them. Of the three prosecutions, only one, for destruction of prehistoric ruins in Arizona, was successful. Hundreds of additional sites, including significant ones such as Grand Gulch in Utah and Homolovi in Arizona, are currently threatened by deterioration or are being subjected to vandalism. The Bureau is attempting to curtail the illegal activities through an increased national public awareness program and patrol and surveillance activities. In several states, BLM has developed extensive public relations and inter-agency plans aimed at making the general public more aware of the destruction of the nation's fragile heritage.

In order to meet Congressionally established responsibilities under ARPA and the Antiquities Act, the Bureau, in conjunction with the National Park Service, has implemented a comprehensive program designed to approve and monitor use permits. Once the final regulations of the Archaeological Resources Protection Act become effective, the Bureau will seek formal delegation of sole permitting authority from the Secretary for work on public lands. Since approximately 85 percent of all work approved under the Antiquities Act and ARPA is conducted on public lands, this will further assist the Bureau and archaeological contractors in responding to energy and lands initiatives in a timely manner. The bulk of the review, approval, and monitoring process will be conducted in BLM field offices, making the program more responsive to users' needs. It is anticipated that the redelegation will occur by the beginning of FY 1984.

The National Historic Preservation Act (NHPA) charges BLM with the responsibility of taking into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. This system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface archaeological and historic features of sites. Proposed program regulations that emphasize BLM's site evaluation system rather than criteria for National Register determinations have been drafted. These regulations will eventually allow BLM more flexibility in categorizing sites by their management, interpetative, or scientific importance.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, Experimental Ecological Reserves, NNL's and Biosphere Reserves. To avoid duplicate efforts and to ensure investments are made only in the most

scientifically valuable natural areas, these activities are coordinated with state natural area programs, The Nature Conservancy, State Natural Heritage Programs, other Federal agencies, and UNESCO's Man and the Biosphere Program.

In FY 1984, the Cultural Resources Management program will provide inventory and evaluation support for accelerated land sales at a cost of $2 million to ensure compliance with Section 106 of the National Historic Preservation Act prior to offering lands for disposal. It is estimated that Class II inventories will be completed for about 160,000 acres, with the remaining lands being adequately covered by existing survey data and Class II inventory. In FY 1985, however, all work in support of land sales will be funded in the Realty Operations subactivity. In addition, economies will be introduced to reduce the total cost of the land sales program. An example will be the reduction in class III cultural inventories by an estimated 175,000 acres. Less expensive class II inventories will be substituted to insure compliance with the National Historic Preservation Act of 1966.

The Bureau will continue to maintain its efforts to comply with the Archaeological Resources Protection Act and the Antiquities Act by reviewing and issuing permits. While the overall number of permits issued will probably decrease at the base level, the number of work authorizations under these blanket-type permits and the ensuing monitoring needs will most likely increase.

Program outputs in Cultural Resources Management in FY 1984 and at the base level are as follows:

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Inc. (+) or Dec. (-)
Cultural Use Permits Issued (#)	377	395	340	-55
Class I Overview Studies/Revisions	30	22	22	---
Class II Inventory (000 acres)	140	130	130	---
Class III Inventory (000 acres)	38	200	25	-175
Major Protection Projects (#)	32	20	36	+16
Interim Protection (#)	58	40	78	+38
Cultural Resource Mgmt. Plans (#)	28	28	28	---
Natural Diversity Data Management (# projects)	21	9	9	---
Natural History Sites Evaluated/ Established (#)	49	19	19	---
Natural History Sites Managed (#)	71	58	58	---

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,919	4,069	+1,150
(FTE-T)	(80)	(101)	(+21)

The program increase of $1,150,000 and 21 FTE's will be directed to the protection of important cultural resource sites. The number of major protection projects will be increased from 36 to 47; the number of interim protection efforts (i.e., those sites in need of short-term funding and without an approved cultural resources management plan) will increase from 78 to 170. Additional funding will be allocated towards permit management to ensure that an adequate level of ARPA permit review and monitoring is conducted. Examples of some projects that will require new or additional protective measures are:

Homolovi Ruin, Arizona: This large site, currently being monitored by BLM, has been subjected to severe vandalism. The Bureau has undertaken cooperative efforts with State and local jurisdictions to provide increased protection for this well-publicized site.

Anasazi Heritage Center, Colorado: The Bureau, in cooperation with the Bureau of Reclamation, has established an interpretive center, undertaken stabilization of sites, and provided monitoring and surveillance efforts in southwest Colorado. The heritage center and protection of the sites have received support from the local communities.

Twin Angels and Candelaria-Las Ventana, New Mexico: These two sites are Chacoan outliers identified in the Chaco National Historic Park legislation enacted in 1980. Both have been identified as being in need of protective work.

Fort Craig, New Mexico: The Fort is in urgent need of stabilization. The Bureau proposes to develop interpretive services to enhance the visitor experience.

Grand Gulch, Utah: Thousands of archeological sites have been identified in this National Register area in southern Utah. The Bureau has maintained a monitoring and protective management program in the area to prevent destruction of the resources.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Cultural Use Permits (#)	340	340	---
Class I Overview Studies/Revisions (#)	22	10	-12
Class II Inventory (000 acres)	130	90	-40
Class III Inventory (000 acres)	25	25	---
Major Protection Projects (#)	36	47	+11
Interim Protection (#)	78	170	+92
Cultural Resource Mgmt. Plans	28	30	+2
Natural Diversity Data Management (# projects)	9	9	---
Natural History Sites Evaluated/ Established (#)	19	19	---
Natural History Sites Managed (#)	58	58	---

Distribution of change by object class

The object class detail for the proposed decrease of $1,150,000 and 21 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Archaeologist	7/9	21	$555,000
Full-time Equivalent-Total		21	$555,000
Personnel benefits			67,000
Travel and transportation of persons			75,000
Travel and transportation of things			60,000
Printing and reproduction			50,000
Other services			250,000
Supplies and materials			75,000
Equipment			18,000
Total			$1,150,000

WILDERNESS MANAGEMENT

Objectives

- Conduct interim wilderness management on study acres, pending completion of wilderness environmental impact statements (EIS's)/ wilderness study reports (WSR's) and suitability recommendations;

- Complete 13 Wilderness Study Reports (WSR's) on 64 wilderness study areas (WSA's) covering some 1,730,000 acres;

- Continue progress on the accelerated planning-EIS schedule, including:

  2 Wilderness Preliminary Final EIS's (PFEIS's) based on Management Framework Plan (MFP) Amendments
  3 Wilderness Draft EIS's (DEIS's) based on MFP Amendments
  1 Wilderness DEIS based on a Transition MFP
  4 Wilderness PFEIS's based on Resource Management Plans (RMP's)
  6 Wilderness DEIS's based on RMP's
  3 PFEIS's based on Statewide studies
  13 WSR's associated with PFEIS's

- Prepare PFEIS/WSR Supplements based on mineral survey results;

- Effectively manage any wilderness areas designated by Congress; and

- Coordinate with U.S. Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program. All new starts will be made on suitable study areas Bureauwide.

Base program

Base funding for the Wilderness Management Program is $7,096,000 and 175 FTE-T.

The wilderness review program consists of five elements: (1) inventory (2) study, (3) interim management, (4) reporting, and (5) wilderness management.

Inventory

The first element - wilderness inventory in the Western states (excluding Alaska) - was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 930 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on March 3, 1981 and, in revised form, on July 8, 1982. Some wilderness inventory results were appealed to the Interior Board of Land Appeals (IBLA) by members of the public. Most of these appeals were decided

by the IBLA by the end of 1982. Certain IBLA decisions indicated that the BLM had improperly identified lands in three categories for wilderness study under Section 603 of the Federal Land Policy and Management Act of 1976 (FLPMA). The three categories involved are: areas smaller than 5,000 acres; "split-estate", where the Federal government does not own the subsurface mineral rights; and contiguous areas, where the BLM-administered land does not have wilderness characteristics but was identified for wilderness study when considered in association with contiguous lands administered by another agency.

The Solicitor of the Department of the Interior completed a careful review of these IBLA decisions and concluded that the decisions were legally correct. Accordingly, the Secretary of the Interior directed that the affected lands be removed from wilderness study. The first inventory amendment under this guidance took effect on December 30, 1982, deleting from wilderness review under Section 603 of FLPMA, 173 areas containing a total of 667,587 acres. Further amendments were made early in 1983 bringing all BLM wilderness study areas into compliance with IBLA decisions. Areas deleted from wilderness study by this process are being considered for other protective designations.

Study

Study is currently in progress, with study efforts reaching a peak in FY 1984, and tapering off in FY 1985. The areas found to have wilderness characteristics are being studied to evaluate all potential resource values and uses. On the basis of these studies, BLM develops recommendations for the Secretary on the suitability or nonsuitability of each Wilderness Study Area (WSA) for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process and established an FY 1986 target date for the completion of all studies. FY 1984 is targeted for completion of studies involving areas with significant conflicts between wilderness and the development of energy resources.

Scheduling of wilderness studies is a major public concern, chiefly because the lands remain under interim management constraints during the study period. In terms of acreage, 97 percent of the areas will have been studied by the end of FY 1985, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies will allow expeditious release of any "nonsuitable" lands from interim management contraints. FLPMA does not permit their release until some action is taken on the wilderness suitability recommendation.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on approximately 4.5 million acres in the Central Arctic Management Area. A cursory inventory was completed in FY 1982 and awaits final selection of lands by Native Alaskans prior to completion of the wilderness study.

Wilderness study areas will be evaluated in detail to determine whether they are suitable for preservation as wilderness areas or non-wilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used for recommendations on the suitability or nonsuitability of wilderness study areas for wilderness designation.

Certain data about geologic, energy and other mineral (GEM) resources within WSA's are used to analyze the values in each WSA during the study process. To provide this information to managers, BLM initiated a GEM resource assessment system. The GEM is a two-phased minerals inventory process designed to update and include minerals information into wilderness suitability recommendations. If Phase 1 data are sufficient, detailed sampling conducted in Phase 2 is not necessary. The GEM assessments should not be confused with mineral surveys statutorily required by FLPMA on areas tentatively recommended as suitable for wilderness designation. In FY 1984 Phase 2 GEM assessments will be completed on about one million acres within WSAs. The data will be used during the wilderness study process to more accurately reflect the mineral resources within each WSA. No GEM assessments are scheduled in FY 1985 since the most significant resource conflicts between wilderness values and energy development will be resolved by the end of FY 1984.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage areas under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the interim management policy is to protect the existing wilderness values, maintain valid existing rights, and continue "grandfathered" mining, mineral leasing, and grazing activities until final wilderness suitability determinations have been made. Special emphasis (at a cost of less than 2 cents per acre) has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. On April 6, 1981, the BLM Director revised the interim management policy (IMP) to recognize all mineral leases issued prior to approval of FLPMA as having valid existing rights, thus making them eligible for full development consistent with the rights conveyed, despite the wilderness study status of the lands involved. In December 1982 the Secretary directed there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status, while recognizing valid existing rights.

Reporting/Recommendation

Based on study results, including results of mineral surveys on any suitable recommendations, the Secretary of the Interior reports his wilderness suitability recommendations to the President. As mandated by FLPMA, all reports must be submitted to the President by October 21, 1991; and the President must make his recommendations within two years of receiving each report from the Secretary. Reports will be released periodically as studies are completed. Only Congress can designate an area to be included in the

National Wilderness Preservation System.

Wilderness Management

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in the Federal Register on September 24, 1981. Proposed rulemaking for establishing procedures for the areas designated was published on June 14, 1983 (48 FR 27366).

About 12,818 acres of public lands administered by BLM in five units have been designated as wilderness as an outgrowth of other agencies' wilderness review. Four of these units are contiguous to national forest lands designated as wilderness, and administration of these entire wilderness areas was assigned to the Forest Service (FS) by Congress. In the fifth unit, the Oregon Islands, 108 acres were transferred to the U.S. Fish and Wildlife Service on July 22, 1982, leaving only one five-acre island administered by BLM.

Wilderness Name and State	Date Designated	Agency Administering	Acreage
Weminuche, Colorado	1974	FS	200
Santa Lucia, California	1978	FS	1,733
Wild Rogue, Oregon	1978	FS	10,160
Oregon Island, Oregon	1978	BLM	5
River of No Return, Idaho	1980	FS	720
Total			12,818

The base program for FY 1985 reflects a shift of $159,000 to the Office of Aircraft Services in the Office of Secretary for charges relating to the use of aircraft in the program.

Workload changes in the FY 1985 base level reflect the phasing-in of the RMP process in the planning system. Fewer MFP amendments and MFP transition EIS's are required, while the number of WSA's to be covered by RMP's will increase. The decrease in studies and GEM assessments required in FY 1985 allows more activity plans to be prepared at the base level. The following will be accomplished at the FY 1985 base level:

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase(+) Decrease(-)
Planning Studies:				
MFP Amendment:				
DEIS	6	4	3	-1
PFEIS/WSR's	10	4	2	-2
Statewide Wilderness Studies:				
DEIS	3	---	---	---
PFEIS/WSR's	---	3	3	---
MFP-Transition EIS:				
DEIS	3	1	1	---
PFEIS/WSR's	7	3	---	-3
Resource Management Plans:				
DEIS	5	---	6	+6
PFEIS/WSR's	---	6	8	+2
Joint Studies Completed	---	1	---	-1
Wilderness Study Reports	22	16	13	-3
Management:				
Interim:				
IMP (000 acres)	23,600	23,600	22,000	-1,600
Designated Wilderness:				
Draft Management Plans	---	4	15	+11
Areas Managed	---	1	5	+4
BLM GEM Assessments (000 acres)				
Phase 2	2,500	1,000	---	-1,000

Decrease for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	7,096	6,055	-1,041
(FTE-T)	(175)	(147)	(-28)

The reduction proposed for FY 1985 of $1,041,000 and 28 FTE's results from the decline in wilderness study efforts which will reach their workload peak in FY 1984. Studies on 90 percent of the wilderness study areas in terms of acreage will be virtually completed by the end of FY 1984. By the end of FY 1985, 97 percent of the acreage will have been studied. In addition, some activity planning will be deferred. Only 5 areas are presently designated as wilderness, and preparation of draft activity plans in advance of designation can be deferred because the interim management policy will adequately protect wilderness values. Printing of the PFEIS/WSR's for the three statewide studies previously scheduled for completion in FY 1984 will be completed in FY 1985.

Accomplishments at the FY 1985 Estimate level are:

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Planning Studies:			
MFP Amendment:			
DEIS	3	3	---
PFEIS/WSR's	2	2	---
Statewide Wilderness Studies:			
DEIS	---	---	---
PFEIS/WSR's	3	3	---
MFP-Transition EIS:			
DEIS	1	1	---
PFEIS/WSR's	---	---	---
Resource Management Plans:			
DEIS	6	6	---
PFEIS/WSR's	8	4	-4
Joint Studies Completed	---	---	---
Wilderness Study Reports	13	13	---
Management:			
Interim:			
IMP (000 acres)	22,000	22,000	---
Designated Wilderness:			
Draft Management Plans	15	10	-5
Areas Managed	5	5	---
BLM GEM Assessments (000 acres)			
Phase 2	---	---	---

Distribution of change by object class

The object class detail for the proposed decrease of $1,041,000 and 28 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Outdoor Recreation Planner	11	5	$140,000
Outdoor Recreation Planner	7/9	20	424,000
Clerk	4	3	40,000
Full-time Equivalent-Total		28	$604,000
Personnel benefits			73,000
Travel and transportation of persons			10,000
Printing and reproduction			304,000
Other services			10,000
Supplies and materials			30,000
Equipment			10,000
Total			-$1,041,000

RECREATION RESOURCES MANAGEMENT

Objectives

- Concentrate use supervision and visitor assistance efforts in the Bureau's most intensively used recreation areas, primarily the nationally significant areas;
- Maximize use of public recreation resources by issuing approximately 11,500 special permits to private individuals, commercial operators and concessionnaires;
- Restrict planning to 24 essential areas and ORV designations to 36 small but critical areas; and
- Place increased reliance on volunteer efforts, contributed funds, and cooperative management agreements.

Base program

Base funding for the Recreation Resources Management Program is $5,282,000 and 153 FTE-T. The public lands have long been used for a wide variety of recreation pursuits by local residents in the Western states, as well as by other American and international visitors. On over 90 percent of these lands, recreation is not a principle management objective, but it does provide recreation visitors with "room to roam" for hunting, fishing, rockhounding, four-wheeling, camping and other back country recreation activities. For this extensive recreation management, program costs are minimal and are primarily used to aid in resource protection and to provide recreation information and access. Frequently these efforts are essential to resolve multiple resource use conflicts.

On the remaining public lands, recreation is a principle management objective, and the Bureau provides more intensive management to make these recreation opportunities available to the public. Many of these areas have national significance. Legislation enacted in the last two decades has required BLM to manage 12 national wild and scenic rivers, 20 designated recreation, historic, or scenic trails, one national recreation area, and three national conservation areas (California Desert, King Range, Steese). Other intensively managed areas include a significant number of heavily used white-water rivers and several ORV areas.

Many sites and services are more significant on a local rather than a national basis. The Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or closure of sites and responsibilities that are of greater significance locally than nationally.

In additional to minimal extensive management costs and the visitor assistance and use supervision provided in intensive areas, the other major workload and cost in this program is for special recreation permitting. Permitting of private individuals, commercial operators and concessionnaires is one of the major ways the Bureau makes recreation opportunities available to the public. This is an essential activity because it aids resource protection,

especially in the heavily use areas, and without commercial outfitters providing access to people who lack equipment and "know how" to function in wild environments, many public land recreation opportunities would truly be "locked-up" to major segments of society. Also, permitting facilitates major economic activity, especially around major western rivers and in the California Desert and Las Vegas areas. Outfitters and guides alone contribute $50-60 million annually to the economy of every Western State, with a major segment of this occurring in BLM-administered areas. Since permits provide a monetary return to the Government for the use of its recreation resources and facilities, this segment of the recreation management program provides revenue to the Federal Government which exceeds the cost of program administration.

The following workload table compares planned accomplishments for FY 1984 and the FY 1985 Base.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Visitor Assistance and Use Supervision (# FTE workyears)	51	45	41	-4
Permit Management (# permits)	6,300	5,300	8,200	+2,900
Activity and ORV Designation Planning (# areas)	65	52	47	-5

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	5,282	5,582	+300
(FTE-T)	(153)	(157)	(+4)

The program increase of $300,000 and 4 FTE's will aid permit issuance and use supervision associated with the authorization of an estimated 3,300 additional permits. Issuance and management of permits is a major program thrust for FY 1985. With a permit program in place a significant increase in issuance and management can be accomplished with a relatively small increase in funding and manpower. The overall increase will also provide for 2 additional full time equivalent work years of visitor assistance and use supervision in the California Desert. It would also allow for an increase in the number of activity plans and ORV designations completed from 47 to 60 during the fiscal year.

The following is a comparison of planned workloads for FY 1985 Base and the FY 1985 Estimate.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Visitor Assistance and Use Supervision (# FTE workyears)	41	43	+2
Permit Management (# permits)	8,200	11,500	+3,300
Activity and ORV Designation Planning (# areas)	47	60	+13

Distribution of change by object class

The object class detail for the proposed increase of $300,000 and 4 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Outdoor Recreation Planner	11	1	$ 30,000
Outdoor Recreation Planner	7/9	3	66,000
Full-time Equivalent-Total		4	$96,000
Personnel benefits			12,000
Travel and transportation of persons			20,000
Printing and reproduction			20,000
Other services			132,000
Supplies and materials			15,000
Equipment			5,000
Total			$300,000

Activity: Renewable Resources Management
Subactivity: Fire Management

(dollar amounts in thousands)

		FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	7,446	7,461	7,911	+465	+450
	(FTE-T)	(142)	(142)	(142)	(---)	(---)

Authorization

43 U.S.C. 1748 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for mutual aid in fire protection.
42 U.S.C. 1856	The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the Fire Management and the Firefighting and Rehabilitation programs to implement protection and emergency presuppression actions by the Bureau. The following objectives are reflected in the NFYP.

° Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources lost, and loss of life.

- to reduce the number of fires that burn more than 10 acres from an annual average of 375 to an annual average of 200 in order to realize the maximum acreage loss of 380,000 acres that can be consumed without disrupting resource utilization and management;

- to prevent an increase in the number and intensity of man-caused fires;

- to provide mutual assistance to other Federal and state agencies when fires escape their initial control efforts;

- to cooperate with other fire agencies to develop mutually-beneficial fire management systems;

- to detect potential lightning fire areas and disseminate the information to 52 field office locations to expedite fire suppression force deployment. Forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;

- to deploy smokejumpers during the Strength of Force (SOF) emergency presuppression period in Alaska and in the Great Basin and to follow lightning storm paths as displayed on the automatic lightning detection system in order to move firefighters to remote fires in Colorado, Utah, Nevada, and Alaska before the fires reach 10 acres in size;

- to have 417 ground tanker crews trained and deployed during the SOF period to initially attack more than 1,800 fires in Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. Annually, this requires 2,000 seasonal firefighters, to fight 2,500 fires, who must be hired, trained, and equipped for the job; and

- to develop a two-fold prevention program in the districts and states to reduce the number of man-caused fires and man-caused disaster fires by 10 percent annually.

° Provide the technology to use fire to enhance resource management, including:

- to develop and implement timber residue burning plans;

- to develop and carry out watershed, grazing, and wildlife improvement burning plans; and

- to develop and implement hazard reduction burn plans.

Base program

Base funding for the Fire Management Program is $7,461,000 and 142 FTE-T.

Fire Management is one element of a two pronged effort in BLM's firefighting program. Fire Management covers that portion of the program that provides management, equipment and information, and is consistent from year-to-year. The other prong is the "Firefighting and Rehabilitation" activity which covers firefighting and rehabilitation expenditures that depend on the actual occurrence and severity of fires and varies from year-to-year.

The Fire Management Program shares with the rest of BLM the purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet the resource requirements of the nation. Specifically, BLM is responsible for protecting property and natural resources on 402 million acres of public land managed by BLM and other agencies from wildfire and ensuring that "prescribed burning" designed to accomplish a variety of resource objectives is safely conducted and controlled.

BLM carries out these responsibilities on lands administered by BLM and other Federal, state, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some state agencies; and by contracts with state and Federal agencies for approximately 6 million acres.

BLM also operates a large fire support center at Boise, Idaho in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when the local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the National Fire Radio cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need to increase efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had modified its priorities and had begun to emphasize the increase in its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System is now projected for the mid-1980's.

Alaska Fire Program

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) transferred large portions of the lands currently administered by BLM to other Interior agencies. BLM has provided the major fire suppression effort for all lands in Alaska, including some state and private lands since BLM was already maintaining a large fire organization to accomplish its mission. The Alaska Native Claims Settlement Act (ANCSA) specified that the Federal government would provide fire suppression for native selected lands until the lands produce "substantial revenues."

Secretarial Order No. 3077 of March 17, 1982 directed BLM to provide fire protection to all Department of Interior lands in Alaska and to applicable native lands transferred under the Alaska Native Claims Settlement Act. This means that BLM will provide fire protection on 197 million acres. In FY 1984, fire protection for all Department of Interior lands in Alaska will be funded from BLM appropriations, and a cost accounting will be done to determine the costs for each agency.

Prescribed Fire

Fire, which is a relatively inexpensive and natural method of vegetative manipulation, is being used more and more due to restrictions placed on other methods.

The fire management program is being accelerated to provide for the use of fire as a tool to modify vegetation to enhance wildlife habitat, improve range forage composition, watersheds, and remove harvest residue, as well as many other applications.

In order to achieve resource management objectives with fire, individual

plans must be developed for each fire which will provide the desired results yet accomplish the burn under controlled conditions. This planning effort is time consuming and requires an extensive background in fire control as well as a background in fire effect on natural resources.

The priority accomplishments planned at the base funding level are as follows:

- fire management officers will provide fire application assistance for prescribed burn projects on about 60,000 acres;
- the fire forces will be trained, equipped and dispatched for planned control of about 2,500 fires;
- operate and maintain the BLM share of the BIFC programs in fire preparedness, logistical support, training and communications;
- operate the first phase of a three phase, cost-saving Initial Attack Management System; and
- implement Secretarial Order No. 3077 in Alaska (which requires BLM to provide fire protection to all Department of the Interior agencies in Alaska and to applicable ANCSA lands) to the extent of providing the core organization and support facility. No additional funds are necessary to implement this order.

Initial Attack Management System

In its report on FY 1984 Appropriations the Senate Committee expressed concern that further deferral of the implementation of the automatic lightning detection system (ALDS), the remote automatic weather stations (RAWS), and the initial attack management system (IAMS), might expose BLM and other lands to an additional risk from wildfires.

Further, the Committee directed BLM to submit, with the FY 1985 budget, detailed cost and schedule information on the ALDS, the RAWS, and the IAMS.

Deferring the next phase of implementation will not expose BLM and other lands to an additional risk for wildfires. Continued deferment of the other phases of the system will result in less than effective use of the partially-completed system and forego the overall efficiencies and further reduction of risks planned in the total system design.

The IAMS technology allows the fire suppression organization to locate suppression forces in areas having a high potential for fire ignition, and to deploy the most effective suppression force in short time periods to most economically meet the threat of a fire start and spread. The IAMS system provides decision-makers with the accurate location of lightning strikes (ALDS); the weather conditions (RAWS); the vegetative condition of the fuel in the strike area, the calculated survival of a fire start; and the spread rate and predicted fire intensity.

BLM has adopted the IAMS system and has programmed implementation in the following three phases:

Phase-One: Processing the ALDS data and limited RAWS data to determine fire probability and distributing the information to the various field offices. This phase was funded in FY 1983 and will be operational in early FY 1984.

Phase-Two: Complete the remote weather station network (RAWS) and provide for comprehensive fuels inventory data for all of the 11 Western States and Alaska. This phase will significantly improve the capability to provide and apply fire probability analysis including survival, spread rate and predicted fire intensity to the field offices. (Out years.)

Phase-Three: Provide automation of fire logistics and dispatch decision data through the initial attack management automated data network. (Out years.)

The IAMS system was first developed from base program funds in FY 1981. The program was accelerated with a program increase in FY 1983. Funding was not provided in FY 1984 as originally scheduled, thus deferring the secondphase of implementation.

The total development cost of the IAMS package is estimated at 4.6 million and is detailed as follows:

* 36 - graphics terminals	$600,000
* 200 - Remote Weather Stations	2,400,000
* 1 - Meteor Burst System for communications and re-equipping 100 - RAWS Stations with new transmitters	600,000
* Fuels Mapping from Landsat	800,000
* Software	200,000
	$4,600,000

Phase-One Cost and Schedule Information:

BLM received funds in FY 1983 for the implementation of Phase-One, as follows:

* Funding ALDS/RAWS Data Processor with required software.....	$1,200,000
* Hiring 11 FTE to install and maintain.....	270,000
* Field graphic terminals.....	128,000
Total FY 1983.....	$1,650,000

The completion of Phase-One will allow efficient handling of current ALDS data, and provide for the automated handling of limited RAWS information.

Phase-Two Cost and Schedule Information:

Implementation of Phase-Two has been deferred until the out years. Detailed costs are as follows:

* Purchase of RAWS station network..... $2,000,000

* Completion and enhancement of fuels mapping using Landsat data..... 500,000

Total Phase-Two..... $2,500,000

Phase-Two would provide the additional RAWS stations required to complete the BLM IAMS network. These units can come on line as a single purchase or over a period of years to complete the network.

Phase-Three Cost and Schedule Information:

Implementation of Phase-Three will follow Phase-two in the out years. Detailed costs are as follows:

* RAWS downlink..... $ 120,000

* Facilities conditioning..... 330,000

Total Phase-Three..... $ 450,000

Phase-Three replaces leased equipment and conditions the facility to handle the processors necessary in the system. Lease of this equipment is feasible on a short-run basis.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Increase
$	7,461	7,911	+450
(FTE-T)	(142)	(142)	(---)

The increase of $450,000 is needed for increased maintenance, IAMS fuel type mapping and to replace worn out equipment. This increase is needed for the following reasons:

° additional maintenance requirements anticipated resulting from installation of Phase I of the Initial Attack Management System (IAMS). This equipment purchased in FY 1983 and installed in FY 1984 will increase maintenance needs beginning in FY 1985;

° IAMS fuel type and fireload mapping will be used in conjunction with data processing and communication equipment purchased in FY 1983 to predict intensity, spread rates, manning levels and relative priority of lightning strikes located by the Automated Lightning Detection System;

° BLM currently has 60 GSA trucks and the Bureau proposes to replace 20 of these vehicles with Bureau owned vehicles at a cost of $12,000 each = $240,000.

A standard BLM pumper has a 200 gallon capacity which requires a gross vehicle weight of 12,000 pounds. However, since GSA only supplies a chassis with a gross vehicle weight of 10,000 pounds, the pumpers are currently down loaded or are carrying nonstandard slip-on units. This decreases operator efficiency and requires special training for these slip-on operators. If, on the other hand, the vehicle is equipped with a standard 200 gallon unit, the truck is overloaded. Operation in this mode, especially under off road conditions, causes brake failures, frame fractures, broken undercarriages, and other unsafe operating conditions.

Replacement with BLM trucks will provide better vehicle management through the use of the Working Capital Fund. BLM can then replace (or repair) both chassis and slip-on units through the Working Capital Fund. With these trucks in BLM ownership necessary modifications to frames and undercarriages can be made quickly and efficiently.

Distribution of change by object class

The object class detail for the proposed $450,000 increase is as follows:

Travel and transportation of things	$ 9,000
Other Services	100,000
Supplies and materials	41,000
Equipment	300,000
Total	+$450,000

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Planning and Data Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimat Over 1985 Base
Planning	$8,704	$11,991	$11,991	$10,513	$8,263	-$2,250
Data Management	12,932	13,914	13,914	13,937	15,187	+1,250
TOTAL	$21,636	$25,905	$25,905	$24,450	$23,450	-$1,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

	FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
$	11,991	10,513	8,263	-3,728	-2,250
(FTE-T)	(263)	(239)	(184)	(-79)	(-55)

Authorization

43 U.S.C. 1711, 1712 P.L. 94-579	The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.
42 U.S.C. 4321 et seq. P.L. 91-190	The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The controlling objective of the planning program is to prepare land use plans or amendments to existing plans when the issues require them. The basic issues driving the planning effort in FY 1984 include:

- Meeting court-ordered schedules for grazing EIS's;
- Supporting the Federal coal management and oil shale programs which, starting in FY 1984, will require Resource Management Plans (RMP's) as a base;
- Supporting the wilderness program, using the planning process to help review Wilderness Study Areas (WSA's) to enable the Secretary to make suitable or nonsuitable recommendations to Congress by September 30, 1986; and
- Supporting other Federal land management decisions such as energy development, wildlife and recreation, accelerated public land sales, land pattern adjustments, rights-of-way authorization, and timber management actions.

Base program

Base funding for the Planning Program is $10,513,000 and 239 FTE-T. The central mandate of the Federal Land Policy and Management Act (FLPMA) is its requirement that BLM prepare and maintain comprehensive multiple use plans for the public lands to guide management of public land resources. These plans are designed to assess the suitability of specific geographic areas to sustain a wide variety of uses and to analyze the effects of alternative uses and levels of use on the environment, on individuals, and on the economics of the communities in which they live. Throughout the planning process, BLM seeks broad public involvement through its advisory committees, through individual contacts with affected individuals and organizations, and in some cases through special cooperative projects.

The BLM actually began developing land management plans in the 1960's with multiple use and public participation as basic principles. These basic principles became the core of the planning regulations published on September 6, 1979. These regulations, as required by FLPMA, not only provided for new planning procedures but also consolidated requirements of several other laws and the NEPA regulations of the Council on Environmental Quality (CEQ). These planning regulations established procedures for the conversion of BLM planning efforts from Management Framework Plans (MFP's) to the Resource Management Plan (RMP) system. Revision of the 1979 planning regulations, effective July 5, 1983, provide increased flexibility and ability to focus on key issues thus improving the operational efficiency of the planning decisions. A major change is the provision for the Governor's review of proposed plans within a State. The actual planning process is expected to take from 20 to 24 months, a reduction from the earlier requirement of 48 months. A major effort is underway to refine data needs for planning and to reduce the time required for data collection. The base program and changes for FY 1985 are based on these revised regulations.

RMP's and MFP amendments will be the basis for all major management decisions, as well as serving as the major guide for determining and coordinating various potential uses of the public lands. These plans will specify the allocation of resources among competing uses and prescribe appropriate management strategies. RMP's are, in most cases, prepared for BLM's smallest administrative units (resource areas) which average about 1.1 million acres in size.

In any one year, the planning program includes monitoring, reviewing, and interpreting existing plans for adequacy in providing a base for making needed resource decisions, identifying needs and scheduling for new plans, preparation for plans due to start in the next year, new plan starts and ongoing work for plans underway. Plans are scheduled to meet critical decision priorities for a variety of programs including coal, grazing, wilderness and oil shale.

Within the FY 1984 program, $1.5 million is planned for 25 MFP amendments related to FLPMA land sales and land disposal issues. In the base program all land sales and land disposal work is shifted to the Nonenergy Realty Program in the Realty Operations subactivity. At the base level BLM plans seven new RMP starts, 25 RMP completions as well as 19 MFP plan amendments, and to complete land use analyses in certain situations where no land use plans currently exist.

This planning will ensure full public participation and consultations with State and local governments, thorough consideration of multiple use values and provide the basis for comprehensive resource decisions.

Workload Measures	FY 1984 Approp.	FY 1985 Base	Difference
RMP starts	8	7	-1
RMP in progress (EOY)	37	19	-18
RMP completed	16	25	+9
MFP completions	3	---	-3
Amendments (land sales)	25	---	-25
Amendments (partly funded by planning)	(19)	(19)	(---)
RMP/MFP Reviews completed	150	150	---
Conformancy determination	2,250	2,250	---

Decrease for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	10,513	8,263	-2,250
(FTE-T)	(239)	(184)	(-55)

The decrease of $2,250,000 and 55 FTE's is the result of funding MFP amendments in the "driving" or benefiting activity or activities instead of planning. In FY 1985, planning will only fund land disposal issues if they are a part of multi-issue RMP effort.

Workload Measures	FY 1985 Base	FY 1985 Estimate	Difference
RMP starts	7	7	---
RMP in progress (EOY)	19	19	---
RMP completed	25	25	---
MFP completions	---	---	---
Amendments (partly funded by planning)	(19)	(---)	(-19)
RMP/MFP Reviews completed	150	150	---
Conformancy determination	2,250	2,250	---

Distribution of change by object class

The object class detail for the proposed decrease of $2,250,000 and 55 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Planning Coordinator	9/11	7	$ 191,000
Natural Resource Specialist	9/11	16	440,000
Community Planner	9/11	6	158,000
Regional Planner	11/12	11	356,000
Regional Economist	11/12	7	223,000
Clerk Typist	4/5	8	117,000
Full-Time Equivalent - Total		55	$1,485,000
Personnel benefits			178,000
Travel and transportation of persons			129,000
Printing and reproduction			127,000
Other services			271,000
Supplies and materials			60,000
Total			$2,250,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	13,914	13,937	15,187	+1,273	+1,250
	(FTE-T)	(211)	(211)	(220)	(+9)	(+9)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensure that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

Objectives

The objectives of the BLM Data Management Program are as follows:

- Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Lands and Minerals Record System (ALMRS),
- Continue the BLM ADP/Data Communications Equipment Needs Analysis. This study, started in FY 1983, will determine what equipment is needed to provide cost effective and efficient data management support to Bureau programs during the 1980's and 1990's,
- Explore methods for making data management operations more cost-efficient,
- Provide appropriate ADP systems and programs to meet Bureau data management priorities,
- Process data using established remote sensing techniques in support of BLM field operations requirements,
- Develop Geographic Information Systems improvements to increase support to BLM energy and renewable resource programs.

Base program

Base funding for the Data Management Program is $13,937,000 and 211 FTE-T. The program involves ADP systems analysis, computer programming, computer operations, system and hardware maintenance, data telecommunications, and remote sensing/geographic information systems to support BLM natural resource programs and administrative systems requirements.

The primary efforts in data management involve operation and maintenance of ADP equipment to support BLM resource and administrative programs, developing new computer systems to improve existing operations or meet new needs, and providing technical assistance to all offices. Because data management is still an expanding new technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field. Part of this management work is in support of Departmental efforts to develop coordinated improvements in this area for all Department of the Interior bureaus and offices.

Automated Data Processing (ADP)

Automated Data Processing in the Bureau is one aspect of an integrated information resources management program. Information resources are managed under the concepts set forth in the final report of the Commission on Federal Paperwork. As an integral part of a total information management approach, ADP resource requirements are dictated by the Bureau's natural resource management mission. Thus, ADP resources, along with the associated information management functions of telecommunications, records and paperwork management, and remote sensing, are tied to and support all Bureau units.

The development and acquisition of ADP capability is guided by the BLM Information Systems Steering Committee, composed of the BLM Directorate. Under this approach, a carefully structured and controlled process is used to define user requirements, guide systems design and development, and implement, operate and maintain automated capability. During the definition of user requirements, decisions are made concerning the application of data processing versus other forms of information management, i.e., manual record systems, microfiche, etc. Accordingly, ADP resources and capabilities are applied only when the mission requirements of the Bureau, as specified by on-the-ground users and managers, dictate the use of ADP technology.

The stored information forms the basis of land management decisions involving resources valued in multi-billions of dollars. In addition, the Bureau has a major public service role in providing information about Federal ownership of lands and minerals, and the quantity and location of Federal resources, to State and local governments and the general public. The ADP resources described in this justification will be directed to three principal areas of activity:

1. Operation and maintenance of existing automated natural resource and administrative programs, systems and capabilities.

2. Development, testing and implementation of new ADP programs and systems to support land and mineral records, energy and minerals programs, resource inventory and monitoring, financial management improvements, and other resource program needs.

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices and operation and maintenance of a central site hardware configuration and state office minicomputers.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC). The current Honeywell 66/80 mainframe computer was acquired in 1978. Most administrative and natural resource ADP systems are run on this equipment. Recently, emphasis has been on enhancing BLM state office on-site data processing capability. Each state office has a minicomputer for general ADP work, and six state offices also have a minicomputer for geographic information systems (graphics) work. To provide these on-site ADP services, each state office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the state office minicomputers to improve local operations and provide faster, more reliable, and better service for all local users.

Remote Sensing Technology

Remote sensing and geographic information systems also offer examples of how new technology can provide data to help managers make more informed decisions and reduce costs over manual procedures. The following describes some of the current work.

The Bureau emphasizes development of new practical field applications of satellite remote sensing technology designed to reduce manpower requirements in resource applications. In FY 1983, operational remote sensing techniques are being used to accomplish a number of routine Bureau applications in a more cost-effective and rapid manner than presently possible under manual or labor-intensive methods. These include: 1) classifying ground cover for habitat location, chaining, and firewood harvesting; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects from reseeding or overgrazing; and 4) developing fuel models for predicting fire danger probability for use with remote automatic weather station data and automatic lightning detection. The remote sensing data base is digitized by geographic location. Consequently, it accommodates a variety of other information such as elevation, slope, aspect, land ownership, road networks, land use, and water sources. The resulting data base can be automatically manipulated, updated, and viewed graphically in a variety of combinations to facilitate rapid and informed resource management decisions.

The use of the remote sensing "ground cover classification" technique is one example of how a technology-intensive rather than labor-intensive method can improve field efficiency. The Digital Image Analysis Laboratory at DSC processes LANDSAT satellite imagery data for use in BLM resource

inventory and monitoring work. Range site mapping in Arizona using traditional field methods costs 15 cents per acre. In 1980, using LANDSAT technology, the vegetation cover on 2.5 million acres in Arizona was classified for 7 cents per acre. This cost included the collection and interpretation of aerial photographs and ground samples used in identifying vegetation and the incorporation of digital terrain (elevation, slope and aspect) and land ownership boundaries into the automated data base. Technological improvements and experience are likely to further reduce computer time and improve efficiency. Preliminary cost figures for classifying over 2 million acres of the Bruneau River Resource Area, Idaho indicate that costs can be reduced to nearly 5 cents per acre.

Computer Graphics

Demonstrated savings in time, funding, and increased accuracy have greatly expanded the demand upon and use of BLM's computer graphics systems. The BLM requires a computer graphics system that can manipulate alpha-numeric and digital data and then plan and produce base map overlays for use by field managers in their land management planning, analysis and decisionmaking.

The BLM's computer graphics system can analyze data and draw maps as fast as the computer can process the data. The alternative is to continue to send crews of people to the field to manually record the necessary data and manually do the calculations and draw the maps. Based on an identical operation in Wyoming, the automated method is at least 50 percent cheaper.

Automated Land and Minerals Records System

In FY 1983, BLM initiated a major development program to automate the numerous ownership status records and land and mineral case files. This project is called the Automated Land and Minerals Records System (ALMRS). This is a multi-year effort involving coordinated efforts of lands and realty, minerals and data management programs to yield the following benefits:

- Provide more efficient and improved accessibility to a complex set of land status records needed for program management and case adjudication purposes;
- Improve capability to manipulate, maintain, and access ownership status records in an era of increasing land and mineral case activity;
- Decrease the rate of the manual record deterioration from use and age by replacing manual access to hard copy records with an automated output system;
- Reduce response time for lands and minerals case processing and for providing summary data to BLM managers, other agencies, and the public;
- Provide availability of current records data at locations other than the designated BLM state offices;
- Provide capability for direct access to data by BLM personnel, other

Federal agency personnel, and user publics through installation of data terminals in the state office public rooms and BLM field offices; and

- Enhance capability to update ownership status and case records more quickly and accurately than is possible with a manual system.

The system is also described in the Realty Operations subactivity, Nonenergy Realty - Lower 48 program element. As stated there, BLM has responsibility for maintaining the official ownership records for lands with Federal ownership or interest. This responsibility includes maintaining the basic patent (conveyance) records, master title plats, and related documents which support all BLM programs and involves approximately 11 million public land record documents including land survey and status records, patents, survey plats, survey field notes, and master title plats or tract books.

Development and implementation of ALMRS in FY 1985 will cost $6,840,000. In the Realty Operations subactivity, $3,764,000 is proposed for data conversion; and $3,076,000 is proposed in this subactivity (Data Management) for ADP system development and equipment costs. The justification for Realty Operations contains an explanation of the system and justification of the data conversion effort.

In considering the FY 1984 Budget the Senate Appropriations Committee expressed concern over the scheduling of ADP computer hardware for ALMRS. In the Bureau's response to the Committees concerns it was pointed out that:

- The ALMRS project schedule is dependent upon ADP computer hardware and data telecommunication equipment being in place and employees trained on the equipment prior to implementation. The proposed Senate Committee reduction would eliminate the ADP equipment necessary to initiate Phase II. The consequences of this action will delay the project schedule by at least one year and require the Denver Service Center to defer data collection and program development. Such action would require additional management and administrative costs which would be necessary to maintain the system for a full fiscal year until FY 1985 when the ADP equipment needed to proceed with the ALMRS project can be purchased.

Available funds will be directed to the ALMRS pilot states of New Mexico and Arizona. Terminals, printer and telecommunications equipment will be purchased to initiate the pilot test in these state offices. The majority of the cost outlay will be utilized for equipment to improve processing capabilities, improve memory, and enhance disk storage capabilities to accommodate ALMRS workload requirements. The equipment will be compatible with ALMRS data processing requirements, which are standardized on a Bureauwide basis. BLM does not see problems of equipment compatibility with the system.

The change in the "mix" of Base costs is displayed in the following table:

(dollars in thousands)

Workload Elements	FY 1984 Units	FY 1984 $	FY 1985 Base Units	FY 1985 Base $	Increase (+) or Decrease (-) Units	Increase (+) or Decrease (-) $
ADP Development (Projects)	30	3,185	30	3,348	---	+163
ADP Operation and Maintenance (O&M)	---	8,577	---	8,337	---	-240
Telecommunications	---	1,102	---	1,102	---	---
Scientific Systems Development	---	150	---	150	---	---
Scientific Systems Development (O&M) (acres)	15 Million	900	25 Million	1,000	+10 Million	+100
TOTAL ($)		13,914		13,937		+23
ALMRS ($)		3,006		3,076		+70
Other ($)		10,908		10,861		-47
TOTAL ($)		13,914		13,937		+23

Increase For FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	13,937	15,187	+1,250
(FTE-T)	(211)	(220)	(+9)

The increase of $1,250,000 and 9 FTE is needed to replace equipment and provide additional support in field offices. Additional funding and FTE's are needed for the following:

- $575,000 will provide one (1) additional FTE in each of nine field offices and additional telecommunications support, and
- $675,000 is needed for replacement of Hewlett Packard 3000 Series III and Data General C-330 computers that operate the remote sensing program in our Denver Service Center. Hewlett Packard has notified BLM that maintenance and software will no longer be available for the existing HP 3000 Series III. Remote sensing work as described in the base program description is a critical element in natural resource management. It is necessary for the BLM to maintain this capability and provide modern, more efficient hardware support for program applications.

(dollars in thousands)

Workload Elements	FY 1985 Base		FY 1985 Estimate		Increase (+) Decrease (-)	
	Units	$	Units	$	Units	$
ADP Development (Projects)	30	3,348	40	3,348	---	---
ADP Operation and Maintenance (O&M) ($)	---	8,337	---	8,692	---	+355
Telecommunications	---	1,102	---	1,312	---	+210
Scientific Systems Development	---	150	---	185	---	+35
Scientific Systems Development (O&M) (million Acres)	25	1,000	25	1,675	---	+675
TOTAL ($)		13,937		15,187		+1,250
ALMRS ($)		3,076		3,076		---
Other ($)		10,861		12,111		+1,250
TOTAL		13,937		15,187		+1,250

Distribution of change by object class

The object class detail for the proposed increase of $1,250,000 and 9 FTE-T follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Computer Programmer	11	4	$134,000
Computer Specialist	9/11	5	147,000
Full-time Equivalent-Total		9	$281,000
Personnel benefits			34,000
Communications, utilities, and other rents			205,000
Other services			55,000
Equipment			675,000
Total			+$1,250,000

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Cadastral Survey

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Alaska	$9,992	$10,140	$10,140	$9,957	$10,307	+$350
Other States	11,602	10,707	10,707	10,739	10,739	---
TOTAL	$21,594	$20,847	$20,847	$20,696	$21,046	+$350

Activity: Cadastral Survey

(dollar amounts in thousands)

Program Element		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Alaska	$	10,140	9,957	10,307	+167	+350
	(FTE-T)	(162)	(162)	(167)	(+5)	(+5)
Other States	$	10,707	10,739	10,739	+32	---
	(FTE-T)	(304)	(304)	(304)	(---)	(---)
Total Requirements	$	20,847	20,696	21,046	+199	+350
	(FTE-T)	(466)	(466)	(471)	(+5)	(+5)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA) authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The Alaska Native Claims Settlement Act of 1971 (ANCSA) requires the survey of Alaska Native Lands for conveyance to native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The Alaska Statehood Act, as amended, requires the survey of lands for state selection.
16 U.S.C. 3101, et seq P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) requires maps and legal descriptions.
45 U.S.C. 1201 P.L. 97-468	The Alaska Railroad Transfer Act of 1982 required surveys to be completed in five years.

Objectives

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- actual conveyance of public land (e.g., Alaska Native allotments and state selections);

- establishing precise on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on coal lease lands that will affect millions of dollars of resources); and

- determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the method of survey to be used and is responsible for all records management following survey approval.

Three major types of cadastral surveys are executed on the public lands: original surveys, resurveys, and special surveys.

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and a few in the other states required for trespass abatement and resource management.

- Resurveys are executed to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal and geothermal development, and other resource development. Approximately 10 percent of re-surveys are completed at the request of other Federal agencies.

- Special Surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or omitted

land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates this type of survey only when needed to solve a specific management problem. The workload elements used under "other surveys" are broken out by the resource being supported, i.e., lands, energy, forestry, etc. However, funding is not allocated by resource, and acreages are only estimates based on historical data to show impacts of funding level. It is not possible to anticipate which specific management problems by resource type will actually require surveys in FY 1985.

The BLM Cadastral Survey program is divided into two major elements with substantially different work requirements and support needs -- Alaska and the Other States. For presentation purposes, they are addressed separately.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- Complete surveys of the remaining 12,690,000 acres (exterior boundaries) of land selected under ANCSA by 1990;
- Complete surveys of the remaining 58,300,000 acres (exterior boundaries) of land selected by the State by 2005;
- Survey remaining Native allotment parcels and other small tracts within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

Base program

At the 1985 base funding level of $9,957,000 and 162 FTE-T, the Alaska program capability will:

- Survey approximately 2,600 miles of boundary line and establish 3,000 monuments on 2,500,000 acres as a step in eventual conveyance of a total of 44 million acres to Alaska Natives (as required by the Alaska Native Claims Settlement Act);
- Survey, in furtherance of the Alaska Statehood Act, 340 miles of boundary lines and establish 425 monuments on 170,000 acres. This is a step in eventual conveyance of a total of 104.5 million acres to the State of Alaska (the State is also requesting survey work other than that required for conveyance, which will be done by BLM on a reimbursable basis);

- Survey 360 Native inholdings of the 7,000 remaining from the Native Allotment Act of 1906; and
- Survey 10 small tracts covering about 1,500 acres for homesites, homesteads, trade and manufacturing sites, and archaeological sites.

The output comparisons from FY 1983 to FY 1985 Base are:

Workload Measure	FY 1983 Actual		FY 1984 Approp.		FY 1985 Base		Increase (+) or Decrease (-)	
	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number
ANCSA	2,500		1,240		2,500		+1,260	
State Selections	2,000		200		170		-30	
Native Allotments		275		360		360		---
Other parcels (home, trade and manfacturing sites)		9		10		10		---

Changes in workload in FY 1985 reflect demand rather than changes in funding. Even though the large exterior-type boundary surveys are nearly completed, the remaining ANCSA and a portion of the remaining state selections to be surveyed are located in areas of the state where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. Fluctuations in numbers of acres surveyed between ANCSA, State selections, and other parcels, including native allotments, will be standard in this fiscal year and in the out years.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	9,957	10,307	+350
(FTE-T)	(162)	(167)	(+5)

The proposed increase of $350,000 and 5 FTE-T will provide capability to conduct the Cadastral surveys as mandated by the Alaska Railroad Transfer Act (P.L. 97-468 of January 19, 1983). The legislation provided that all surveying required will be completed in five years - by 1988. The survey work will be by parcel, with very specific delineations and will require experienced cadastral surveyors. This work does not lend itself to contracting.

Distribution of change by object class

The object class detail for the proposed increase of $350,000 is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Survey Technician/ Land Surveyor	11/12	3	$122,000
Survey Aid	7/9	2	43,000
Full-time Equivalent - Total		5	$165,000
Personnel benefits			20,000
Travel and transportation of persons			150,000
Supplies and materials			10,000
Equipment			5,000
Total			$350,000

OTHER STATES

Objectives

The planned surveys in the 48 contiguous states are resurveys and special surveys. They are planned and conducted in direct support of land, energy, minerals, and renewable resources program needs. No provision has been made for public land system grid surveys (original surveys) unless required by a specific resource program objective.

Base program

The proposed funding for the Cadastral Survey - Other States Program is $10,739,000 and 304 FTE-T at both the Base and Estimated levels. The Bureau will survey 1,575,000 acres in direct support of specific resource programs as follows:

- 580,000 acres for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, proposed exchanges, and efforts to solve some of the unauthorized occupancy situations which exist throughout the Western states and in some Eastern states;
- 700,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration;
- 165,000 acres of boundary surveys for forestry operations to support planned timber sales; and
- 130,000 acres for multiple-use resource programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985	Increase (+) or Decrease (-)
Acres (000)				
Lands	495	580	580	---
Energy	665	700	700	---
Forestry	150	165	165	---
Multiple-Use	170	130	130	---

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Firefighting and Rehabilitation

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Firefighting and Presuppression	$4,150	$4,150 (48,270) 1/	$4,150 (48,270) 1/	$3,585	$4,150	+565
Rehabilitation	600	600 (1,730) 1/	600 (1,730) 1/	600	600	---
TOTAL	$4,750	$4,750 (50,000) 1/	$4,750 (50,000) 1/	$4,185	$4,750	+565
(TOTAL)		(54,750) 2/	(54,750) 2/			

1/ Estimated FY 1984 "Firefighting and Rehabilitation" supplemental of $50,000,000, to repay actual costs of FY 1983 firefighting and rehabilitation work. FY 1984 firefighting and rehabilitation cost will be financed through transfers authorized under Section 102 of the General Provisions of the FY 1984 Interior Appropriations Act and will be repaid by supplemental appropriations in FY 1985.

2/ Includes appropriated and proposed supplemental funds.

Activity: Firefighting and Rehabilitation

(dollar amounts in thousands)

Subactivities		FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	$	52,420	3,585	4,150	-48,270	+565
	(FTE-T)	(894)	(894)	(894)	---	(---)
Rehabilitation	$	2,330	600	600	-1,730	---
	(FTE-T)	(12)	(12)	(12)	(---)	(---)
Total Requirements	$	54,750 1/	4,185 2/	4,750 3/	-50,000	+565
	(FTE-T)	(906)	(906)	(906)	(---)	(---)

Authorization

P.L. 97-394 The General Provisions of the Appropriation Act for the Department of the Interior and Related Agencies, authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

Objectives

° Provide the forces necessary to manage, detect, and suppress wildfires in order to maintain the productivity of the public lands; and

° Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.

1/ Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through supplemental appropriations. As directed by Congress this year the FY 1984 supplemental appropriation, which is estimated to be $50 million will cover actual expenditures for FY 1983 and is being requested separately. Actual FY 1984 costs will be financed through deficiency allocations and transfers authorized under Section 102 of the General Provisions and will be repaid from supplemental appropriations to be requested in FY 1985.

2/ The FY 1985 base has been reduced to reflect a $565,000 transfer to the Office of Aircraft Services in the Office of the Secretary.

3/ The amount requested for FY 1985 is only the minimum amount needed to initiate emergency actions. FTE-T are accounted for here to reach Bureau-wide totals although funding for most of these FTE's is provided through the annual firefighting supplemental and current year fund transfers.

FIREFIGHTING AND PRESUPPRESSION

The Firefighting and Presuppression Program includes:

A. Management: This category includes the required permanent workforce necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to suppress an average of 2,500 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 327 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire and include costs of: personnel for fire management and suppression; equipment and aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; suppression supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

Rehabilitation costs are incurred to prevent land degradation and other dangerous situations due to damage by fire, flood, or other natural disaster. This subactivity provides funds for specific projects and includes such costs as emergency reseeding on a burned area to establish a vegetative cover to reduce wind and water erosion damage; construction of temporary water diversion structures; temporary fencing to prevent animals from killing the revegetated areas; chaining or felling of fire damaged trees to reduce erosion from water runoff; and felling of fire damaged trees in high use recreational areas.

Aircraft Acquisition

In response to FY 1983 Appropriations Committee directions to utilize full service, 7-month contracts, the Bureau does use full service contracts, through the Office of Aircraft Services, for all aircraft.

Increase From FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	4,185	4,750	+565
(FTE-T)	(906)	(906)	(---)

The proposed funding level in this program restores funding to the historic minimal amount required to initiate the presuppression, suppression, and rehabilitation programs at the FY 1984 level. This amount is needed to prepare for the FY 1985 fire season. Actual fire suppression costs would come out of a supplemental fire appropriation.

Distribution of change by object class

The object class detail for the proposed increase of $565,000 is as follows:

Other services	$565,000

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Technical Services

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Resource Protection	$2,022	$2,036	$2,036	$2,038	$3,338	+$1,300
Maintenance and Engineering Services	10,931	9,741	9,741	9,764	10,264	+500
TOTAL	$12,953	$11,777	$11,777	$11,802	$13,602	+$1,800

Activity: Technical Services
Subactivity: Resource Protection

(dollar amounts in thousands)

		FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	2,036	2,038	3,338	+1,302	+1,300
	(FTE-T)	(25)	(25)	(30)	(+5)	(+5)

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 303 (a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with other Federal agencies and appropriate local officials to carry out his law enforcement responsibilities.

Objectives

The objectives of the Resource Protection Program are to:

- Ensure compliance with all Federal laws, and appropriate state and local laws, governing the management, use, and protection of the public lands and resources as directed by FLPMA; and

- Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources promptly and professionally through an effective law enforcement program.

Base Program

The FY 1985 Base for the Resource Protection Program is $2,038,000 and 25 FTE-T.

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with state and local law enforcement agencies to enforce Federal and state laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the Western States to enforce state and local ordinances on public lands, rather than Federal laws.

The actual number of cooperative agreements varies from year to year, because agreements may be on a county-wide basis, for specific problem areas only, or for a specified, limited time period such as long holiday weekends. With the base level of funding, an estimated 52 cooperative agreements will be in effect.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Cooperative agreements signed	43	52	52	---
(Average cost per agreement)	($17,000)	($20,000)	($20,000)	(---)
Cooperative agreements by state				
Alaska	1	1	1	---
Arizona	2	4	4	---
California	10	15	15	---
Colorado	2	3	3	---
Idaho	10	11	11	---
Montana	1	1	1	---
Nevada	2	2	2	---
Oregon	10	10	10	---
Utah	5	5	5	---

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or county recreation or park department. Resources being protected through cooperative agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino county and in Montana's Fort Meade Recreational area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high public use areas on public lands which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provides a measure of prevention, reducing people v. people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides the contacts which give exposure and visibility to resource protection personnel and acts in many cases as a deterrent to further violations.

At least one BLM special agent is assigned to each Western state office with two each in most state offices, and four each in the Eastern States Office, the California State Office and the Headquarters Office.

The following table summarizes projected casework in FY 1983, FY 1984 and the FY 1985 base.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Investigations:				
Wild horse and burro	40	40	40	---
Timber theft	50	50	50	---
Range arson	25	20	20	---
Antiquity theft and destruction	50	50	50	---
Mineral theft and fraud	50	50	50	---
Theft and destruction of government property	80	85	85	---
Recreation site violations	45	50	50	---
Occupancy trespass	335	340	350	+10
Other*	65	55	45	-10
Total	750	740	740	---

* Assault, fraud, vegetative theft, assisting other agencies, miscellaneous.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

Fines for these convictions have ranged from $100 to $125,000. Judgments arising from these investigations, if favorable to the United States, could return several millions of dollars to the Federal government. Fines and judgments for Federal convictions and judgments may aggregate $1,000,000 for FY 1984.

BLM, working in full cooperation with other concerned Federal agencies and state and local law enforcement agencies, is aggressively pursuing the eradication of marijuana growing on the public lands. Illegal cultivation of marijuana and ramifications therefrom causes very serious safety problems for the general public who may wish to use the public lands. It is the single most important problem facing BLM's resource protection efforts today. A maximum effort is being made to combat this problem through internal shifts and a reordering of priorities.

Increase for FY 1985

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,038	3,338	+1,300
(FTE-T)	(25)	(30)	(+5)

The increase of $1,300,000 for FY 1985 is divided into two program efforts: (1) increased capability through cooperative agreements to curb unauthorized use and destruction of Federal property in the ongoing program (+$300,000) and (2) a special emphasis on marijuana eradication (+$1,000,000 and +5 FTE).

Cooperative Agreements

Of the two principal means to effect a resource protection law enforcement program, cooperative agreements with local law enforcement officials have proven to be the most effective means to accomplish the task. BLM's policy regarding marijuana eradication continues to place emphasis on the use of cooperative agreements with local law enforcement agencies to enforce States and local ordinances. The following table provides the breakdown by State of the proposed cooperative agreements for the ongoing program and for marijuana eradication.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Inc.(+) or Dec.(-)	Ongoing Program	Marijuana Eradication
Cooperative agreements signed	52	102	+50	(+15)	(+35)
(Average cost per agreement)	($20,000)	($15,000)	(-$5,000)	($20,000)	($10,000)
Cooperative agreements by state					
Alaska	1	2	+1	(---)	(+1)
Arizona	4	8	+4	(+2)	(+2)
California	15	27	+12	(+5)	(+7)
Colorado	3	5	+2	(---)	(+2)
Idaho	11	17	+6	(+1)	(+5)
Montana	1	2	+1	(---)	(+1)
Nevada	2	5	+3	(+1)	(+2)
New Mexico	---	2	+2	(---)	(+2)
Oregon	10	26	+16	(+5)	(+11)
Utah	5	7	+2	(+1)	(+1)
ESO	---	1	+1	(---)	(+1)

The increase of $300,000 will fund 15 additional cooperative agreements for the ongoing program to be concentrated in areas where unauthorized use (timber or occupancy trespass) and where problems with theft and destruction of antiquities and government property are most severe.

Marijuana eradication

The illegal cultivation and harvesting of marijuana crops on public land continues to be an increasingly serious problem for law enforcement agencies. Recent movement by marijuana growers to cultivate their crops on public lands under the control of BLM and other Federal agencies has brought the problem to the attention of Federal land managers, including BLM.

BLM's responsibility as a major landowner and manager is being thwarted as marijuana growers "take over" more and more public land and prevent citizens from using and enjoying thousands of acres of land that rightfully belong to them. Fishermen, hunters, rock hounders, hikers and even loggers and miners have been threatened with bodily harm or harassed and intimidated by marijuana farmers who have trespassed on the public lands.

The detrimental impact of marijuana cultivation of the public lands falls into two specific categories:

1. The public lands are becoming unsafe for users and BLM employees.

   Employees who have been involved in timber projects, wilderness surveys, trail construction and maintenance, fire prevention,

cadastral surveys, and wildlife protection studies have stumbled onto marijuana plots and been confronted by persons who suggest that violence upon their person will result if they report the location of the marijuana field to local law enforcement people or to BLM superiors. Threats and assaults have occurred against BLM personnel.

2. Public resources and the environment are being severely damaged.

   Arsenic-base poisons are used around marijuana plantations to eradicate small animals, including rodents, which seem to thrive on marijuana plants. The arsenic residue kills most small animals near the plots, and the deadly effect extends along the food chain as other animals and birds such as raptors consume the rodents and die as well. In addition, the leaching of the residue into water supplies throughout the area spreads the poison, which may ultimately find its way into domestic water supplies downstream.

   Ground water supplies are endangered because marijuana growers use a potent high nitrogen fertilizer concentrate to produce fast-growing and bushy plants.

   It has been reported that, in the past two years, six major fires on national forest lands were caused by cultivators of marijuana.

Since September 1982 when BLM issued a policy statement relating to the illegal cultivation of marijuana on public lands in California, some small portions of our resource protection funds have been allocated toward marijuana eradication.

Beginning in FY 1985, BLM will embark on a concentrated approach in cooperation with other Federal agencies and appropriate State and local law enforcement authorities to deal with the problem. The program has four components: detection; user safety and public awareness; employee safety; and law enforcement.

Detection the first step in finding out where the marijuana plants and plantations are consists of:

° Remote sensing - utilization of high altitude imagery.

° Aircraft overflights - contract aircraft with BLM spotters.

° Aerial photographs - contract for aerial photographs of the public lands using BLM staff photo interpreters for ownership status and cross-checking BLM photos.

° Ground checking - BLM law enforcement personnel checking on the ground for aerial photo and overflight accuracy on a spot basis.

° Interagency Coordination - exchanging site data and information with from other resource and law enforcement agencies.

User Safety and Public Awareness encompasses a public education program designed to inform the public of the dangers from marijuana cultivation on public lands areas and to seek visitor cooperation in reporting incidents or sitings related to illegal growing of marijuana. The public education plan contains several elements: production and distribution of a pamphlet describing the law and the illegal use of public lands, warning of hazards to potential visitors and reporting locations; public service announcements for television and radio accomplishing the same purpose as the pamphlet; and news releases prepared throughout the recreation season.

Employee Safety training to be given to employees in the safe conduct of their duties in potentially dangerous areas and situations.

Law Enforcement includes prevention through signing and patrolling, and plantation eradication efforts conducted in cooperation with other Federal, State and local law enforcement personnel.

The requested increase of $1,000,000 will provide funding for:

Five additional FTE (one in Headquarters and four in the field) for marijuana eradication program implementation;

Thirty-five additional cooperative agreements with State and local law enforcement agencies to address marijuana eradication specifically;

Special equipment and contract support, including aircraft overflights, aerial photography; inventory and data processing; and

Expanded coordination with other agencies.

Distribution of change by object class:

The object class detail for the proposed increase of $1,300,000 is as follows:

Position Title	GS-Grade	No. of Positions	Annual Salary
Special Agent	12/13	5	$150,000
Full time equivalent-total		5	150,000
Personnel benefits			18,000
Travel and Transportation of persons			8,000
Other services			930,000
Supplies and material			11,000
Equipment			183,000
Total			$1,300,000

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

Program Elements		FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Building Maintenance	$	2,848	2,854	3,104	+256	+250
	(FTE-T)	(53)	(53)	(56)	(+3)	(+3)
(Energy Conservation Retrofit)	$	(---)	(---)	(---)	(---)	(---)
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Recreation Maintenance	$	3,547	3,556	3,556	+9	---
	(FTE-T)	(82)	(82)	(82)	(---)	(---)
Transportation Maintenance	$	2,223	2,227	2,477	+254	+250
	(FTE-T)	(40)	(40)	(42)	(+2)	(+2)
Engineering Services	$	1,123	1,127	1,127	+4	---
	(FTE-T)	(39)	(39)	(36)	(-3)	(-3)
(Energy Conservation-Technical Surveys)	$	(80)	(80)	(80)	(---)	(---)
	(FTE-T)	(2)	(2)	(2)	(---)	(---)
Total Requirements	$	9,741	9,764	10,264	+523	+500
	(FTE-T)	(214)	(214)	(216)	(+2)	(+2)

Authorization

43 U.S.C. 1701, 1731-32 1762,

Federal Land Policy and Management Act of 1976 provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forest and other resources; and
- directs that public lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber owned by the United States from fire, disease, or insect ravages.

During the period of 1973-1984, the Bureau will have spent $80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and build ings owned and constructed by BLM is almost $360 million. The proposed maintenance expenditures in FY 1984 of $9,741,000 represent 2.7 percent of the capital investment for maintenance used for upkeep and protection of the investment.

BUILDING MAINTENANCE

Objectives

- Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems; and
- Provide retrofit maintenance (add insulation, storm windows, utility system control units, and other energy conservation measures identified in technical surveys as being cost effective) on 21 BLM-owned buildings.

Base program

The base program level of $2,854,000 and 53 FTE-T provides maintenance of BLM-owned office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of Western Oregon). Maintenance includes:

- Minor maintenance such as repainting and replacing broken windows;
- Major maintenance such as repairing sewage systems and facilities and minor structural repairs;
- Energy retrofitting such as storm windows, insulation, control systems, and more efficient heating and cooling systems; and
- Grounds work - mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Out of 1,400 buildings, BLM will maintain 132 office buildings and about 700 other buildings. The remainder either do not require maintenance or the maintenance must be postponed to future years. BLM will also maintain 177 water and sewage systems. Most of this maintenance work will be obtained through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Increase for FY 1985

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	2,854	3,104	+250
(FTE-T)	(53)	(56)	(+3)

At the requested funding level, BLM will provide maintenance on all of its 132 office buildings. Maintenance priorities are:

- Correction of fire safety deficiencies,
- Maintenance to protect useful life of structures, and
- Maintenance to improve efficiency of buildings including energy conservation retrofit projects identified by technical surveys in the Engineering Services program element.

The requested funding level in FY 1985 will improve the level of maintenance on 127,000 square feet of additional building space, 639,000 square feet of additional parking and wareyard space, and maintenance on 20 additional water, sewer and electrical systems.

Energy conservation retrofit projects of $87,000 will be postponed until completion of a 10 year plan and to allow accomplishment of higher priority work.

Distribution of change by object class

The object class detail for the increase of $250,000 and 3 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	9	3	$ 70,000
Full-time Equivalent - Total		3	$ 70,000
Personnel benefits			9,000
Transportation of things			1,000
Other Services			170,000
Total			$250,000

RECREATION MAINTENANCE

Objectives

- Maintain 436 developed recreational sites on the public lands (outside of Western Oregon) at a standard that will
  - protect public facilities, investments and appurtenant resource values and
  - remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- Provide minimal cleanup and hazard reduction at about 5,000 undeveloped public land sites receiving recreational use to ensure public safety and protection for the surrounding natural resource values.

Base program

Funding of the Recreation Maintenance Program is $3,556,000 and 82 FTE-T at the base level and in FY 1985. The principal costs in maintaining recreation sites are:

- trash collection
- installation and maintenance of water purification systems;
- repair of structures (picnic facilities, restrooms, etc.);
- removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.;
- repair or replacement of signs; and
- replacement of unsanitary pit toilets with vault installations.

The $3,556,000 at the base level will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes $2,412,000 for trash collection, installation and maintenance of water purification devices, and repair of structure facilities at 436 developed recreation sites. The remaining $1,144,000 will be used for clean up of about 5,000 picnic and undeveloped sites, removal of 150 hazards, and replacement of unsanitary pit toilets with vault installations.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes Area in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over $1.5 million in the construction of facilities in these areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

The Lower Colorado River and the Imperial Sand Dunes areas support over 7 million visitor use days. This intensity of use is comparable to the use received by some areas of the National Park System.

Failure to take the necessary actions could require closing the areas, resulting in a loss of the public's investment and serious health and safety hazards.

In order to ensure more effective use of maintenance funds, BLM is including a periodic maintenance schedule as part of the design requirements on all new projects.

During FY 1984 and FY 1985, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." 1/ An additional 5,000 picnic and undeveloped sites receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the intensively used recreation areas where both visitor use and BLM's investment is the greatest.

1/ A "Family Unit" is the facility that a typical family would use at a developed campground and will normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

TRANSPORTATION MAINTENANCE

Objective

- To maintain over 9,000 miles of roads, 550 miles of trails, and approximately 30 major bridges on public lands outside of Western Oregon in order to:

  - prevent expensive replacement or rehabilitation,
  - protect the government's capital investment,
  - increase the safety of public users of the roads,
  - reduce erosion, and
  - maintain the usefulness of roads for the purpose for which they were constructed.

Base program

Base funding for the Transportation Maintenance Program is $2,227,000 and 40 FTE-T.

The public lands outside of Western Oregon include 44,000 miles of roads, about 5,000 miles of trails, and approximately 250 major bridges. At the FY 1985 base level the Bureau will:

- Maintain about 6,030 miles of road at an average cost of $323 per mile;
- Maintain 24 bridges at a cost of $2,030 each; and
- Maintain 1,163 miles of ungraded roads and trails at a cost of $200 per mile.

About 95 percent of BLM road and trail maintenance is performed by private contractors. Maintenance varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion;
- Stabilization of shoulders to protect surfacing;
- Resealing or repaving;
- Replacement of individual culverts; and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). Emphasis is placed on those roads, trails, and bridges that receive the greatest use and which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to protect user safety.

The Bureau will also perform corrective maintenance of roads, trails, or structures that are damaged by storms.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase (+) or Decrease (-)
Maintenance				
Surfaced roads (miles)	644	500	500	---
Graded roads (miles)	7,161	5,530	5,530	---
Trails (miles)	1,625	1,163	1,163	---
Bridges (#)	38	24	24	---

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,227	2,477	+250
(FTE-T)	(40)	(42)	(+2)

At the requested funding level, essential maintenance will be performed on an additional 642 miles of graded, unsurfaced road and on 6 additional bridges receiving the heaviest use. The remaining transportation facilities will receive emergency maintenance only.

Workload Measure	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Maintenance			
Surfaced roads (miles)	500	500	---
Graded roads (miles)	5,530	6,172	+642
Trails (miles)	1,163	1,163	---
Bridges (#)	24	30	+6

Distribution of change by object class

Position Title	GS Grade	No. of Positions	Annual Salary
Engineering Technician	11	2	$ 57,000
Full-time Equivalent		2	$ 57,000
Personnel benefits			6,000
Transportation of things			1,000
Other Services			152,000
Supplies and materials			34,000
Total			$250,000

ENGINEERING SERVICES

Objectives

- Provide engineering, survey and design, and other professional engineering-architectural services for the development and operation of the Bureau's physical facilities;
- Provide technical engineering assistance to resource management programs; and
- Operate sign shops at Kingman, Arizona and Rawlins, Wyoming.

Base program

The FY 1985 base program of $1,127,000 and 39 FTE-T consists of $954,000 for engineering services and $173,000 for operation of the Bureau's two sign shops.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- Dam safety review (through design, evaluation, and rehabilitation of structures); and
- Expert review of dam safety problems in emergency situations, bridge inspections and repairs, and road washouts.

The two sign shops operated by the Bureau produce about 15,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at a savings to the government by reducing transportation costs.

The 15,000 signs that are installed or replaced each year provide:

- Information to the public at Bureau office complexes and on recreational sites;
- Directional, location or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and
- Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Decrease for FY 1985

	FY 1985 Base	FY 1985 Estimate	Difference
$	1,127	1,127	---
(FTE-T)	(40)	(37)	(-3)

Workload Measure	FY 1984 Base (FTE's)	FY 1985 Estimate (FTE's)	Increase (+) or Decrease (-)
Facility maintenance studies	4	4	---
Building condition surveys, including electrical, mechanical, sanitation and structural	4	4	---
Energy conservation inspections and analyses	2	2	---
Site studies for future project needs	3	3	---
Technical assistance on drinking water system maintenance and inspection to meet health and safety requirements	3	3	---
Employee safety review and analysis	4	4	---
Construction contract inspection	2	2	---
Bridge conditions surveys and load rating (requires a registered engineer)	3	3	---
Technical assistance for R/W stipulations compliance and design approval for energy and minerals programs	3	3	---
Technical assistance for transportation systems management	4	4	---
Dam safety inspections and analyses	1	1	---
Sign production	6	3	-3
TOTAL	39	36	-3

The workload measures shown above for FY 1984 and FY 1985 are the current best estimate of priorities, demands and tasks which will require professional engineering assistance in these years. Also, the same skilled individuals who would work on these tasks will work an equal or greater portion of their time providing engineering assistance to range, wildlife, coal, and geothermal projects and be paid from those subactivities.

In FY 1985 the Bureau proposes to consolidate Bureau sign construction work at one sign shop facility. This will require closing the sign shop in Kingman, Arizona, and the consolidation of all sign making operations to the sign shop at Rawlins, Wyoming. This will reduce manpower requirements by 3 FTE. There will be a one time cost of closing the Kingman sign shop of approximately $44,000. Closing of one sign shop will permit the Bureau to reallocate funds to other higher priority engineering services requirements in future years.

Distribution of change by object class

The object class detail for the proposed decrease of 3 FTE-T follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Sign Technician	7	3	$69,000
Full-time Equivalent		3	-$69,000
Personnel benefits			-4,000
Transportation of things			+2,000
Other services			+44,000
Supplies and Materials			+27,000
Total			$ ---

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: General Administration

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
General Administration	$ 75,865	$ 82,670	$ 82,670	$ 86,763	$ 87,695	+$932
TOTAL	$ 75,865	$ 82,670	$ 82,670	$ 86,763	$ 87,695	+$932

Justification of Program and Performance

Activity: General Administration

(dollar amounts in thousands)

Program Element		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	$	5,781	5,792	5,792	+11	---
	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Equal Employment Opportunity	$	2,040	2,048	2,198	+158	+150
	(FTE-T)	(78)	(78)	(78)	(---)	(---)
Administrative Services and Support	$	34,266	33,387	33,387	-879	---
	(FTE-T)	(1,125)	(1,121)	(1,121)	(-4)	(---)
Bureauwide Fixed Costs	$	40,583	45,536	46,318	+5,735	+782
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	82,670	86,763	87,695	+5,025	+932
	(FTE-T)	(1,306)	(1,302)	(1,302)	(-4)	(---)

Authorization

43 U.S.C. 1713, 1748 P. L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA), Section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by Section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).
42 U.S.C. 2000	Civil Rights Act of 1964, as amended requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
Executive Order 11478	Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.
P.L. 97-177	Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1985, the total funding from all sources is estimated as follows:

Fund Source Table
(dollar amounts in thousands)

Source	FY 1983 Estimate	FY 1984 Estimate	FY 1985 Estimate
General Administration activity, MLR	$75,865	$82,670	$87,695
MLR-Reimbursements	1,400	1,400	2,445
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	350	900	1,084
Road Maintenance-Permanent appropriation	200	200	200
Trust Funds	35	35	35
Allocation Accounts from other agencies	85	85	64
Total Available for Administrative Expenses	$78,735	$86,090	$92,323

Objective

The objective of the General Administration Program is to provide general administrative support to all Bureau programs and organizational levels by providing executive and managerial direction, equal employment opportunities, fiscal management, records and directives management, budget and program development, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.

In addition to providing the necessary general administrative support, the objective is also to provide that support at the lowest possible cost. The FY 1985 Estimate for General Administration is a proposed funding level that is only 15.2 percent of the total FY 1985 Estimate for the Bureau. This percentage is well within recognized acceptable levels for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease - From Base	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Executive & Managerial Direction	$ 5,781	103	$5,792	103	$5,792	103	---	---
Executive Direction -								
Headquarters Office	948	15	951	15	951	15	---	---
State Offices/DSC	2,552	41	2,556	41	2,556	41	---	---
Managerial Direction -								
District Offices	2,281	47	2,285	47	2,285	47	---	---

Base program

The base level funding is $5,792,000 and 103 FTE-T. No change in program requirements for executive and managerial direction is anticipated for FY 1985.

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, four Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the benefiting activities and programs for which they are responsible.

The Headquarters directorate is responsible for developing general and specific resource management and administrative policy and for providing direction to 12 state offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its public resource management programs to the Department, Congress, other Federal agencies, and international organizations with interests in resource utilization and management.

The executive direction positions in the state offices include the 12 state directors, the associate state directors, and immediate office secretarial support. This state directorate level is responsible for implementing national policy by providing policy interpretation and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The director of the Service Center ensures that technical and administrative support is provided to Headquarters, state and district office operational programs.

District managers provide managerial direction in the Bureau's district offices. They are responsible for working within the parameters of national and state policy direction, but have the flexibility to tailor implementation measures to fit local conditions and achieve program goals to best meet the local resource needs.

EQUAL EMPLOYMENT OPPORTUNITY

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease - From Base	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Equal Employment Opportunity	$2,040	78	$2,048	78	$2,198	78	+150	---
Headquarters Office	346	13	347	12	447	12	+100	---
Field	1,694	65	1,701	66	1,751	66	+50	---

Base program

Base level funding for Equal Employment Opportunity is $2,048,000 and 78 FTE-T.

The Headquarters EEO Officer reports directly to the Bureau Director and is responsible for development, implementation, and evaluation of the Bureau's EEO program.

Field level EEO Officers report directly to State/Office Director and perform similar functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives,related statutes, regulations and orders to ensure nondiscrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau Director has established the Historically Black Colleges and Universities Program Initiative as a key component of Civil Rights Compliance responsibility of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Director, Office of Historically Black Colleges and Universities Programs, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be funded in FY 1985.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation in the past.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,048	2,198	+150
(FTE-T)	(78)	(78)	(---)

The proposed increase of $150,000 will be used to increase activity in the program areas associated with the Historically Black Colleges and Universities Program Initiative. Programs to be funded include:

1. Continue the cadastral survey co-op education agreements now in place and expand the program where possible with other Historically Black Colleges and Universities (HBCU's).

2. At a minimum, establish co-op education agreements with the University of the District of Columbia, Prairie View A&M, and Tuskegee Institute.

3. Effect an inter-Bureau agreement for curriculum development projects to be executed jointly by USGS, BLM, and Howard University, Department of Geology.

4. Employ an HBCU professor to complete the Consortium Feasibility Study and consumate inter-university agreements with schools that have not traditionally had significant black or minority enrollments.

Accomplishments and projected workload include:

	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Increase(+) Decrease(-)
Informal complaints	330	360	360	380	+20
Formal complaints	50	55	55	60	+5
Complaints resolved/adjusted	33	38	38	43	+5
Women/Minorities in targeted occupations	325	350	350	375	+25
EEO Counselors trained	30	45	45	60	+15
Administrative inquiries performed	5	8	8	12	+4
Participants - upward mobility program	54	64	64	74	+10

Distribution of change by object class

The object class detail for the $150,000 increase is as follows:

Travel and transportation of persons	$20,000
Transportation of things	5,000
Communications, utilities, and other rent	10,000
Printing and reproduction	10,000
Other services	95,000
Supplies and materials	10,000
Total	+$150,000

ADMINISTRATIVE SERVICES AND SUPPORT

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Administrative Services and Support	$34,266	1,125	$33,387	1,121	$33,387	1,121	---	---

The distribution among the sub-elements of administrative support is as follows:

Sub-element	FY 1984 ($000)	FTE-T	FY 1985 Base ($000)	FTE-T	FY 1985 Estimate ($000)	FTE-T	Increase + Decrease - ($000)	FTE-T
Public Information & Involvement	1,089	28	1,064	28	1,064	28	---	---
Budget & Programming	2,863	81	2,790	81	2,790	81	---	---
Procurement & Property Management	14,884	486	14,449	484	14,449	484	---	---
Personnel, Training, and Safety	8,033	254	7,804	253	7,804	253	---	---
Finance	2,509	97	2,519	97	2,519	97	---	---
Records & Directives Management	3,559	144	3,429	143	3,429	143	---	---
Other Management Support	1,329	35	1,332	35	1,332	35	---	---
TOTAL	34,266	1,125	33,387	1,121	33,387	1,121	---	---

Administrative Services and Support provides basic services essential to the entire Bureau organization for ongoing operations and mission accomplishment. The element constitutes only 10.9 percent of the Bureau's FTE complement and requires only 8.0 percent of the total amount of the Bureau's direct operating appropriations (Management of Lands and Resources, Construction and Access, Land Acquisition, and Oregon and California Grant Lands).

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Public Information and Involvement	$1,089	28	$1,064	28	1,064	28	---	---
Headquarters Office	668	17	669	17	669	17	---	---
Field	421	11	395	11	395	11	---	---

Base program

At the headquarters level, the staff is responsible for the Bureauwide program development and oversight of policies and practices for involving the public in Bureau decisions and for developing and maintaining productive working relationships with other Federal, state, and local agencies and user groups. It develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups and manages the Bureau's publications program.

The staff also provides public information at the National level as well as for the headquarters level and provides advice to field line managers on public affairs media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to state directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Budget and Programming	$2,863	81	$2,790	81	$2,790	81	---	---
Headquarters Office	864	26	870	26	870	26	---	---
Field	1,999	55	1,920	55	1,920	55	---	---

Base program

All Bureau organizational units and levels have some role to perform in budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, program "packages" for the out-year budget, and the Four-Year Authorization. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for fund control to prevent over-obligation of funds. The staff also prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the state and district offices and the Service Center. The funds identified above include only the costs of budget and programming work on a Bureauwide or consolidated basis. Budget and programming work in direct support of individual programs is funded by the benefiting activity or subactivity.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Procurement and Property Management	14,884	486	$14,449	484	$14,449	484	---	---
Headquarters Office	2,600	42	2,604	42	2,604	42	---	---
Field	12,284	444	11,845	442	11,845	442	---	---

Base program

At the Headquarters level, the procurement and property management staffs:

- plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- develop directives and other guides regarding procurement and property management functions to assure conformity with Federal laws and regulations;
- identify need for regulatory changes and provides advice and assistance to the Department in their preparation;
- process and issues contracting officer warrants for the Bureau;
- maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market development in Bureau procurement areas; and
- provide operational general services such as purchasing, space management, printing management, duplicating services, and mail routing and processing for the Headquarters Office.

At the field level, the procurement and property management staffs implement the various systems and manage the operational aspects of procurement, property management, and space management required to support the ongoing resource management effort. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

BLM procurement organizations at all levels purchased goods and services totaling about $122 million, in FY 1982. The Headquarters procurement staff processed about $12 million. Contracting for the western states and Alaska is consolidated in the Denver Service Center, which awarded contracts for construction, studies, supplies, and services totaling $46 million. State and district office procurement staffs processed $64 million in small purchase transactions under $10,000 each.

The property management workload includes inventory and control of:

- Capitalized and Major Noncapitalized Equipment
  Approximately 100,000 items valued at $64 million (acquisition value).
- Stores Account
  Regular Operating Stores - Approximately $4 million acquisition value. Fire Stores - BIFC, Fairbanks - Approximately $8 million in acquisition value.

° Motor Vehicle and Heavy Equipment Management
BLM-Owned - Approximately 940 motor vehicles and 400 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)
GSA-Motor Pool Assignments - Approximately 3,500 motor vehicles.

° Real Property
BLM Owned:
698 separate installations for program administration and management with 1,242 buildings containing 1.3 million square feet.

° GSA Lease (FY 1985)

1.5 million square feet of office space
3.2 million square feet of storage parking, and other space

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Personnel, Training and Safety	$8,033	254	$7,804	253	$7,804	253	---	---
Headquarters Office	1,227	38	1,231	38	1,231	38	---	---
Field	6,806	216	6,573	215	6,573	215	---	---

Base program

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

° develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each state office, and other Bureau offices where personnel authority is currently delegated;

° develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including Merit Pay for supervisors and the Senior Executive Service;

° develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;

° develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;

- develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;

- provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and

- develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land land visitors.

The Headquarters, Service Center, and state office personnel staffs provide the following to subordinate offices:

- technical advice and assistance to line management concerning labor relations activities that involve bureau offices and employees. Over 2,500 Bureau employees are represented by two unions at 18 geographic locations. Additionally the National Federation of Federal Employees has been accorded a National Consultation Right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and consider their views and recommendations prior to final implementation; and

- counseling of employees including advice, assistance, interpretation, and guidance to employees concerning interpretation of the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical review of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance in the conflict of interest program which Bureau-wide entails the services of 2 full time and 15 collateral duty employees to personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel office and safety specialist in each state office and other field office carries out the operational aspects of the program, which include:

- staffing and organizational analysis and classification of 7,540 positions;

- processing 31,600 personnel actions and issuing 1,980 vacancy announcements;

- supervising the process of selecting, appointing, and releasing employees in the work force;

- determining training needs and advising supervisors on training opportunities;

- developing and managing a program that insures that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;

- providing information on employee benefits and awards;
- handling 263 employee grievances and complaints; and
- developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Finance	$2,509	97	$2,519	97	$2,519	97	---	---
Headquarters Office	396	13	398	13	398	13	---	---
Field	2,113	84	2,121	84	2,121	84	---	---

Base program

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that meets the internal financial management requirements of the Bureau that is fully integrated with the Bureau's budgeting system, and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have necessitated frequent revisions to the automated financial management system and internal control mechanisms;
- provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;
- provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;
- develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to state and local governments;

- administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, state and local government officials;

- oversees reconciliation of reports and records in accordance with principles and standards promulgated by the Comptroller General;

- monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and

- investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports. Finance staffs at Headquarters and DSC, and administrative personnel at the field offices initiate and process approximately 100,000 billing and payment documents and 1.2 million payroll actions each year, and will collect and deposit receipts totaling $390 million in FY 1985. The Bureau fully complies with the Prompt Payment Act and incurs only 20 interest penalties per year amounting to about $1,000.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Records and Directives Management	$3,559	144	$3,429	143	$3,429	143	---	---
Headquarters Office	216	7	217	7	217	7	---	---
Field	3,343	137	3,212	136	3,212	136	---	---

Base program

The directives management staff in the Headquarters office operates the Bureauwide directives and forms management processes and maintains standards and procedures for issuing BLM manuals and other Bureauwide Records management staffs at all organizational levels maintain official files and correspondence in accordance with the Bureau paperwork management system. These central file systems contain 73,400 cubic feet of files and correspondence and 36,319 cubic feet of library reference material. The DSC staff provides guidance, training and quality control.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Other Management Support	$1,329	35	$1,332	35	1,332	35	---	---
Headquarters Office	1,329	35	1,332	35	1,332	35	---	---

Base program

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support is:

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Congressional Liaison	$173	3	$174	3	$174	3	---	---
Support Staffs	1,156	32	1,158	32	1,158	32	---	---

BUREAUWIDE FIXED COSTS

Base program

Base funding for Bureauwide Fixed Costs is $45,536,000. A breakdown of the fixed cost elements is shown in the following table at the base level.

(dollar amounts in thousands)

Cost Item	FY 1984	FY 1985 Base	FY 1985 Estimate	Increase + Decrease -
Space Rental	21,984	25,218	25,218	---
General Purpose Wire Communications	(7,593)	(7,593)	(8,720)	(+1,127)
FTS	3,505	3,505	3,680	+175
Commercial Telephone	3,826	3,826	4,718	+892
Facsimile Equipment	262	262	322	+60
Transfer of Duty Station Moves	4,130	4,130	3,335	-795
Mail and Postal Service	4,090	4,090	4,540	+450
Injured Employee Compensation	1,704	1,770	1,770	---
Employee Unemployment Compensation	200	1,853	1,853	---
Departmental Services	882	882	882	---
Total, Fixed Costs	$40,583	$45,536	$46,318	+782

Space Rental - FY 1983 base $25,218,000; FY 1985 for Bureau $25,218,000. No change.

The estimate level of $25,218,000 is the GSA cost estimate for Bureau space requirements. The increase in FY 1985 compared to 1984 is mostly due to a GSA rental increase on space presently occupied.

General Purpose Wire Communications - FY 1985 Base $7,593,000; FY 1985 Estimate $8,720,000; increase of $1,127,000.

This cost includes:

	FY 1985 Base	FY 1985 Estimate	Difference
FTS charge	3,505	3,680	+ 175
Commercial telephone	3,826	4,718	+ 892
Facsimile equipment	262	322	+ 60

The FY 1985 FTS estimate was provided by GSA, along with a statement that changing tariff rates will increase costs substantially over the next year or so. The GSA estimate was increased to reflect anticipated tariff rate increases which will offset to a large extent the anticipated decrease in line-minute usage. The estimates for commercial service are based on increases that will also result from anticipated tariff rate increases and additional commercial phone service changes expected to be assessed by the various local phone companies.

Transfer of Duty Station/Household Moves - FY 1985 Base $4,130,000; FY 1985 Estimate $3,335,000; decrease of $795,000.

The FY 1985 base funding level includes $795,000 used to cover one time transfer and moving costs associated with the BLM/MMS merger consolidation in FY 1984. The proposed funding level reflects a decrease of that amount. The program pays the costs of transfer of duty station moves including moves of household goods for Bureau employees reassigned from positions in one BLM state office or unit to another, either by management direction or as a result of selection through merit promotion system procedures.

Mail and Postal - FY 1985 Base $4,090,000; FY 1985 Estimate $4,540,000; increase $450,000.

The Department assesses each Bureau and Office a share of the total mail and postal costs. The proposal reflects the average annual increase of 9 to 11 percent. Costs are based on approximately 21 million pieces of mail.

Injured Employee Compensation - FY 1985 Base $1,770,000; FY 1985 Estimate $1,770,000. No change.

Estimates have been provided by the Department of Labor, Office of the Assistant Secretary for Employment Standards, for costs of compensation and medical benefits paid to BLM employees injured on the job, with an increase of $66,000 in FY 1985 compared to FY 1984.

Employee Unemployment Compensation - FY 1985 Base $1,853,000; FY 1985 Estimate $1,853,000. No change.

The Omnibus Reconciliation Act of 1980 (Public Law 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the unemployment trust fund by the various Federal agencies. The increase in FY 1985 compared to FY 1984 is the result of higher estimated costs.

Departmental Services - FY 1985 Base $882,000; FY 1985 Estimate $882,000. No change.

The Department annually assesses each Bureau and Office to share in common services provided such as library, audits and investigtions, security, print and copy centers, contract printing, etc.

Increase for FY 1985

Cost Item	FY 1985 Base	FY 1985 Estimate	Increase + Decrease -
Space Rental	25,218	25,218	---
General Purpose Wire Communications	(7,593)	(8,720)	(+1,127)
FTS	3,505	3,680	+175
Commercial Telephone	3,826	4,718	+892
Facsimile Equipment	262	322	+60
Transfer of Duty Station Moves	4,130	3,335	-795
Mail and Postal Service	4,090	4,540	+450
Injured Employee Compensation	1,770	1,770	---
Employee Unemployment Compensation	1,853	1,853	---
Departmental Services	882	882	---
Total, Fixed Costs	$45,536	$46,318	+782

Distribution of change by object class

The object class detail for the $782,000 increase is as follows:

Communications, utilities, and other rent	$782,000

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Management of Lands and Resources

Object Class		1985 Base FTE	1985 Base Amount	1985 Estimate FTE	1985 Estimate Amount	Inc.(+) or Dec.(-) FTE	Inc.(+) or Dec.(-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	7,334	184,725	7,394	186,650	+60	+1,925
11.3	Positions other than permanent	1,204	21,080	1,217	21,405	+13	+325
11.5	Other personnel compensation	(245)1/	5,400	(245)1/	5,503	(---)	+103
11.8	Special personal services payments	---	200	---	200	---	---
	Total personnel compensation	8,538	211,405	8,611	213,758	+73	+2,353
Other Objects							
12.1	Personnel benefits		25,525		25,831		+306
13.0	Benefits for former personnel		1,853		1,853		---
21.0	Travel & transportation of persons		10,176		10,789		+613
22.0	Transportation of things		8,501		8,897		+396
23.1	Standard level user charges		25,218		25,218		---
23.2	Communications, utilities, and other rent		15,146		16,143		+997
24.0	Printing and reproduction		2,505		2,370		-135
25.0	Other services		27,859		32,663		+4,804
26.0	Supplies and materials		15,253		15,635		+382
31.0	Equipment		5,071		6,561		+1,490
32.0	Lands and structures		4,245		4,245		---
41.0	Grants, subsidies, and contributions		1		1		---
42.0	Insurance claims and indemnities		60		60		---
	Total requirements		352,818		364,024		+11,206

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

14-1109-0-1-302

	83	84	85
Program by activities:			
Direct program:			
1. Energy and minerals management..	67,372	76,493	80,952
2. Lands and realty management.....	36,568	38,920	46,991
3. Renewable resource management...	110,001	86,712	85,538
4. Planning and data management....	21,636	25,905	23,450
5. Cadastral survey.....	21,594	20,847	21,046
6. Firefighting and rehabilitation.	4,750	4,750	4,750
7. Technical services.....	12,953	11,777	13,602
8. General administration.....	75,865	82,670	87,695
Total direct program.....	350,739	348,074	364,024
Reimbursable program.....	15,000	15,000	15,000
10.00 Total obligations.....	365,739	363,074	379,024

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

14-1109-0-1-302	83	84	85
Financing:			
Offsetting collections from:			
11.00 Federal funds	-11,000	-11,000	-11,000
14.00 Non-Federal sources	- 4,000	- 4,000	-4,000
39.00 Budget authority	350,739	348,074	364,024
Budget authority:			
40.00 Appropriation	334,821	348,074	364,024
42.00 Transferred from other accounts.	15,918	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	350,739	348,074	364,024
72.40 Obligated balance, start of year	90,843	109,349	126,405
74.40 Obligated balance, end of year	-109,349	-126,405	-144,243
90.00 Outlays, excluding pay raise supplemental	332,233	331,018	346,186

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

14-1109-0-1-302	83	84	85
Direct Obligations:			
Personnel compensation:			
11.1 Full-time permanent	183,199	184,050	186,650
11.3 Other than full-time permanent	19,147	20,963	21,405
11.5 Other personnel compensation	5,473	5,409	5,503
11.8 Special personal services payments	211	200	200
11.9 Total personnel compensation	208,030	210,622	213,758
12.1 Personnel benefits: Civilian	25,005	25,427	25,831
13.0 Benefits for former personnel	200	200	1,853
21.0 Travel and transportation of persons	10,040	10,176	10,789
22.0 Transportation of things	9,664	8,501	8,897
23.1 Standard level user charges	18,498	21,984	25,218
23.2 Communications, utilities, and other rent	13,325	15,146	16,143
24.0 Printing and reproduction	2,990	2,505	2,370
25.0 Other services	38,059	28,883	32,663
26.0 Supplies and materials	15,971	15,253	15,635
31.0 Equipment	4,698	5,071	6,561
32.0 Lands and structures	4,195	4,245	4,245
41.0 Grants, subsidies, and contributions	1	1	1
42.0 Insurance claims and indemnities	63	60	60
99.0 Subtotal, direct obligations	350,739	348,074	364,024

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

14-1109-0-1-302	83	84	85
Direct:			
Total number of permanent positions ..	7,486	7,583	7,671
Total compensable workyears:			
Full-time equivalent employment	8,400	8,538	8,611
Full-time equivalent of overtime and holiday hours	245	245	245
Reimbursable:			
Total number of permanent positions ..	142	148	148
Total compensable workyears:			
Full-time equivalent employment	166	166	166
Full-time equivalent of overtime and holiday hours	5	5	5

(Supplemental now requested, existing legislation)

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For an additional amount for "Management of Lands and Resources",

$50,000,000

(Supplemental now requested, existing legislation)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

STATEMENT OF PERFORMANCE

This requested supplemental appropriation would provide funds to repay the actual costs of fire presuppression, firefighting and fire rehabilitation incurred for firefighting on public domain lands during FY 1983. It also provides $5,000,000 to pay the State of California and Alaska for firefighting services performed prior to FY 1983, but only billed by those states in FY 1983. The $50,000,000 estimate is based on the current estimated actual cost for firefighting and rehabilitation in FY 1983 and borrowed from other accounts in the Department under the authority of Section 102 of the General Provisions of the FY 1983 Interior Appropriations Act. Request assumes that funds transferred from other accounts e.g., Land and Water Conservation Fund, will be repaid from the supplemental appropriation.

(Supplemental now requested, existing legislation)

DEPARTMENT OF THE INTERIOR — A-11-32A

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

Program and Financing (in thousands of dollars)

14-1109-1-1-302	83	84	85
Program by activities:			
10.00 Firefighting and rehabilitation (obligations)	---	50,000	---
Financing:			
40.00 Budget Authority (appropriation)..	---	50,000	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	---	50,000	---
90.00 Outlays.....	---	50,000	---

(Supplemental now requested, existing legislation)

DEPARTMENT OF THE INTERIOR A-11-34A

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

Object Classification (in thousands of dollars)

14-1109-1-1-302	83	84	85
Program by activities:			
11.301 Other than full-time permanent.	---	12,000	---
11.501 Other personnel compensation...	---	3,750	---
11.801 Special personal services payments	---	2,250	---
11.901 Total personnel compensation...	---	18,000	---
Personnel benefits:			
12.101 Civilian	---	2,160	---
21.001 Travel and transportation of persons	---	675	---
22.001 Transportation of things.....	---	2,250	---
23.201 Communications, utilities, and other rent	---	675	---
24.001 Printing and reproduction	---	38	---
25.001 Other services	---	20,015	---
26.001 Supplies and materials	---	6,000	---
31.001 Equipment	---	150	---
42.001 Insurance claims and indemnities.....	---	37	---
99.001 Subtotal, direct obligations ..	---	50,000	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

14-1109-1-1-302

	83	84	85
Total number of full-time permanent positions	---	---	---
Total compensable workyears:			
Full-time equivalent employment	---	(898) *	---
Full-time equivalent of overtime and holiday hours	---	(194) *	---

* Included in MLR total, non-add.

CONSTRUCTION AND
ACCESS

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Construction and Access
(14-1110-0-1-302)

			FY 1985	
	FY 1983	FY 1984	Agency Request	Current Policy
Budget Authority	2,243	1,200	1,200	1,232
Outlays	4,359	1,132	1,162	1,162
FTE/Total	41	31	31	31

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	1,200	1,200	1,200	1,200	1,200
Current Policy	1,232	1,248	1,264	1,280	1,298
Outlays:					
Agency Request	1,162	1,162	1,162	1,162	1,162
Current Policy	1,162	1,177	1,192	1,207	1,224

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.

- To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1985. An amount of $1,200,000 is requested for access purposes to obtain 122 easements across non-Federal land to BLM - managed lands.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, $1,200,000 to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Public Law, - , making appropriations for the Department of the Interior and Related Agencies, 1984.)

Appropriation Language Citations

Appropriation: Construction and Access

Appropriation language and citations:

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, $1,200,000 to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762
H.R. 3363

43 U.S.C. 1701 provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, and exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interest in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

H.R. 3363 which is the FY 1984 Appropriations Bill for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT

STATUS OF AND REQUEST FOR BUDGETARY RESOURCES

Account: Construction and Access (14-1110-0-1-302)

FY 1984 Budgetary Status

Budget Authority (BA) available:	
Appropriation realized for FY 1984	1,200,000
Prior-year unobligated balance brought forward	352,000
Total BA available for obligation	1,552,000
Less anticipated obligations (by activity):	
1. Construction	-100,000
2. Access	-1,200,000
Total anticipated obligations	-1,300,000

FY 1985 Request

Anticipated unobligated balance brought forward	252,000
Plus increases proposed (by activity):	
1. Construction	---
2. Access	1,200,000
Total increase proposed	1,200,000

Total anticipated BA available for obligation in FY 1985 1,452,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access (14-1110-0-1-302)

Activity	FY 1983 Appropriation	FY 1984 Appropriation	FY 1985 Appropriation	FY 1985 Inc.(+)/Dec.(-) from 1984 Approp.
		($ in 000's)		
1. Construction				
BA available for obligation:				
Appropriation	718	---	---	---
Unobligated balance brought forward	2,984	299	199	-100
Total BA avail.	3,702	299	199	-100
Less obligations	-3,403	-100	-100	---
Unobligated balance brought forward	299	199	99	-100
(FTE-T)	(---)	(---)	(---)	(---)
2. Access				
BA available for obligation:				
Appropriation	1,525	1,200	1,200	---
Unobligated balance brought forward	404	53	53	---
Total BA avail.	1,929	1,253	1,253	---
Less obligations	-1,876	-1,200	-1,253	+53
Unobligated balance brought forward	53	53	---	-53
(FTE-T)	(41)	(31)	(31)	(---)
3. Maintenance				
BA available for obligation:				
Appropriation	---	---	---	---
Unobligated balance brought forward	140	---	---	---
Total BA avail.	140	---	---	---
Less obligations	-140	---	---	---
Unobligated balance brought forward	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)
Account Total				
BA available for obligation:				
Appropriation	2,243	1,200	1,200	---
Unobligated balance brought forward	3,528	352	252	-100
Total BA avail.	5,771	1,552	1,452	-100
Less obligations	-5,419	-1,300	-1,353	+53
Unobligated balance brought forward	352	252	99	-153
(FTE-T)	(41)	(31)	(31)	(---)

BUREAU OF LAND MANAGEMENT

Overview of Construction Program

Higher priorities for the Bureau have resulted in no construction projects proposed for either FY 1984 or FY 1985. All construction proposals originate at the District level and are then reviewed by the respective State Office to ascertain the feasibility, priority, and initial cost estimates. State Offices than submit their highest priority projects to the Washington Office in initial budget documents.

Priorities are set by considering the following general hierarchy of objectives:

- Health and safety
- Resource protection
- Facility rehabilitation
- Resource development

There are no construction projects proposed for FY 1985.

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Construction

	FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Total Requirements $	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1731-32 1762, 1782 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for construction of roads required for protection, development, and management of lands for utilization of forest and other resources.

Objective

The objective of this program is to construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands.

FY 1984 and FY 1985 Program

The construction program is a zero base program.

No construction projects are proposed for FY 1985.

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

	FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Total Requirements $	1,200	1,200	1,200	---	---
(FTE-T)	(31)	(31)	(31)	(---)	(---)

Authorization

43 U.S.C. 1731-32 1762, 1782 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and for human occupancy and use.
P.L. 84-171	The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.
40 U.S.C. 257	The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal land that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

Base program

The base funding for the Access Program is $1,200,000 and 31 FTE-T.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Lands that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of surrounding landowners.

Legal access is required through surrounding non-Federally owned lands for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the public lands.

In addition to an absence of physical access routes, there are literally hundreds of private roads crossing non-Federally owned lands that presently provide physical access to Federal land resources. Use of these roads to access Federal lands has been at the forbearance of the road owners through

informal permission or "gentlemen's agreements" with the Bureau. Since access can be prevented at any time by the landowners, road use must be legalized to ensure unrestricted physical access to the Federal resources.

An estimated 25 million acres of the public lands in the 11 Western states lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources.

An estimated 500 million board feet of timber as well as other resources are tied up by unresolved access problems.

Providing legal right-of-way access requires the Bureau to locate the existing or proposed road by surveys, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access for hunting, fishing, or other noncommercial uses of the public lands.

There is no change in funding proposed for FY 1985. At the proposed funding level, the following will be accomplished:

° Acquire 122 easements that will provide legal access to:
- 45 million board feet of timber
- 10,000 cords of firewood
- 120,000 acres of livestock forage
- 1,800 acres of other multiple-use.

Workload Measure	FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Easements				
Timber	80	80	80	---
Range	25	25	25	---
Multiple-use	17	17	17	---
Total	122	122	122	---

CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

14-1110-0-1-302		83	84	85
	Program by activities:			
	Direct program:			
	1. Construction	431	---	---
	2. Access	1,403	1,146	1,200
	Total direct program	1,834	1,146	1,200
	Capital investment	3,585	154	153
10.00	Total obligations	5,419	1,300	1,353
	Financing:			
21.40	Unobligated balance available, start of year	-3,528	-352	-252
24.40	Unobligated balance available, end of year	352	252	99
40.00	Budget authority (appropriation)	2,243	1,200	1,200
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	5,419	1,300	1,353
72.40	Obligated balance, start of year	2,744	3,804	3,972
74.40	Obligated balance, end of year	-3,804	-3,972	-4,163
90.00	Outlays	4,359	1,132	1,162

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

14-1110-0-1-302	83	84	85
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	966	768	768
11.3 Other than full-time permanent	28	---	---
11.5 Other personnel compensation	30	30	30
11.8 Special personal services payments	---	---	---
11.9 Total personnel compensation	1,024	798	798
12.1 Personnel benefits: Civilian	123	96	96
21.0 Travel and transportation of persons	50	29	29
22.0 Transportation of things	90	85	85
25.0 Other services	439	113	162
26.0 Supplies and materials	93	25	30
31.0 Equipment	15	---	---
32.0 Lands and structures	3,585	154	153
99.0 Total obligations	5,419	1,300	1,353

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

CONSTRUCTION AND ACCESS
Personnel Summary

14-1110-0-1-320	83	84	85
Total number of full-time permanent positions	35	25	25
Total compensable workyears:			
Full-time equivalent employment ...	41	31	31
Full-time equivalent of overtime and holiday hours	1	1	1

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Land Acquisition
(14-5033-0-1-302)

			FY 1985	
	FY 1983	FY 1984	Agency Request	Current Policy
Budget Authority	311	2,469	578	130
Outlays	2,929	1,975	578	130
FTE/Total	8	4	---	---

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	578	578	578	578	578
Current Policy	130	130	130	130	130
Outlays:					
Agency Request	578	578	578	578	578
Current Policy	130	130	130	130	130

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters or interests, essential to improving the manageability of the public lands and to provide equalization payments for land exchanges.

Funding for this program in 1985 will be derived from appropriation of exchange equalization payments deposited in the Treasury and will be used for acquisitions in the King Range National Conservation Area.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

LAND ACQUISITION

For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including adminstrative expenses and acquisition of lands and waters, or interest therein, [$2,469,000] $578,000 [to be derived from the Land and Water Conservation Fund,] to remain available until expended.

(43 U.S.C. 1715; 16 U.S.C. 460 Y, 460 L; Public Law , making appropriations for the Department of the Interior and Related Agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Land Acquisition

1. Delete: "to be derived from the Land and Water Conservation Fund, . . ."

   The Bureau is not proposing any Land and Water Conservation Fund projects in FY 1985. Instead BLM proposes acquisitions in the King Range National Conservation Area (KRNCA) funded by appropriations from exchange equalizations payments deposited in the Treasury and authorized to be appropriated for the KRNCA by Public Law 95-352.

Appropriation Language Citations

Appropriation: Land Acquisition

Appropriation language and citations:

1. For expenses necessary to carryout the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interest therein [$2,469,000] to be appropriated and to remain available until expended. $578,000

43 U.S.C. 1715
16 U.S.C. 460 Y
16 U.S.C. 460 L
H.R. 3363

43 U.S.C. 1715 provides authority for the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

16 U.S.C. 460 Y provides authorization to acquire land or interest in land, within the area and proximate lands of the King Range National Conservation Area.

16 U.S.C. 460 L provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range NCA and are to remain available until appropriated.

H.R. 3363, which is the FY 1984 Appropriations Bill for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1984 Estimate
(in thousands of dollars)

Format of Fiscal 1984 Congressional Budget Submission		Format of Fiscal 1985 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1984 Estimate	Appropriation/Activity/Subactivity	Amount 1984 Estimate
Land Acquisition		Land Acquisition	
1. Land Acquisition	$2,469	1. Acquisitions (LWCF)	$2,469
		2. Acquisitions (Non-LWCF)	---
		Total	$2,469

BLM-219

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1985 Request
(in thousands of dollars)

Format of Fiscal 1984 Congressional Budget Submission		Format of Fiscal 1985 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1985 Request	Appropriation/Activity/Subactivity	Amount 1985 Request
Land Acquisition		Land Acquisition	
1. Land Acquisition	$578	1. Acquisitions (LWCF)	---
		2. Acquisitions (Non-LWCF)	$578
		Total	$578

BLM-220

Justification for Proposed Change to BLM Activity/Subactivity Structure:

Land Acquisition:

1. Land Acquisition: Change creates an additional activity for non-Land and Water Conservation Fund (LWCF) acquisition. In the past several years all land acquisition has been for LWCF projects. Allows BLM to keep general appropriation acquisition funding separate from LWCF appropriations.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Land Acquisition

(Dollar amounts in thousands)

Summary of adjustments to base and built-in changes:	FTE-T	Amount
Appropriation enacted to date, 1984	4	2,469
Adjustments to base and built-in changes	---	---
1985 Base	4	2,469

	1983 Actual		1984 Appropriation Enacted to Date		1985 Base		1985 Request		Inc.(+)/Dec.(-) From 1984 Approp.		Inc.(+)/Dec.(-) From 1985 Base	
Comparison by activity:	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Total Requirements	(8)	311	(4)	2,469	(4)	2,469	(---)	578	(-4)	-1,891	(-4)	-1,891

Justification of Program and Performance

Activity: Land Acquisition

(dollar amounts in thousands)

	FY 1984 Budget	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Acquisition Management					
$	130	130	---	-130	-130
(FTE-T	(4)	(4)	(---)	(-4)	(-4)
Acquisitions-LWCF					
$	2,339	2,339	---	-2,339	-2,339
(FTE-T)	(---)	(---)	(---)	(---)	(---)
Acquisitions-non-LWCF (King Range)					
$	---	---	578	+578	+578
(FTE-T	(---)	(---)	(---)	(---)	(---)
Total Requirements					
$	2,469	2,469	578	-1,891	-1,891
(FTE-T)	(4)	(4)	(---)	(-4)	(-4)

Authorization

43 U.S.C. 1715, P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d)).

16 U.S.C. 460Y, 460L
P.L. 91-476
P.L. 95-352

The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interests in land, within the area and selected proximate lands.

Objective

The objective of this program is to improve the management of the public lands and to carry out the recreational programs established by Congress by acquiring essential non-Federal lands or interests in lands.

LAND ACQUISITION (LWCF)

Base program

When necessary to meet specific Acts of Congress, the Bureau, through appropriation from the Land and Water Conservation Fund, acquires land and interest in land in designated areas including the King Range National Conservation Area, the Rogue Wild and Scenic River and others. Reviews of each project are conducted to assure that; 1) acquisition proceeds in an orderly manner; 2) available funds are used to protect the highest priority tract and deal with emergency, deficiency, and hardship cases; 3) acquired interests are those necessary to achieve unit purposes as established by Congress; and 4) that efforts to acquire these interests emphasize acquisition through exchange or easements before purchasing fee title.

In FY 1984, the Bureau plans to accomplish the following:

Rogue National WSR

Declarations of Taking (condemnation proceedings) have been filed and deposits made to the court for one parcel along the Rogue Wild and Scenic River in Oregon. Funds requested to acquire this parcel are . . . . . $ 300,000

Work is also proceeding on 2 negotiated settlements on the Roque. Funds requested to acquire these parcels are 35,000

Subtotal . . . . . $ 335,000

King Range NCA

Eight acquisition are scheduled for FY 1984 either through land exchange or direct purchase, approximately 1,600 acres will be acquired.

Funds requested for these parcels are $578,000

Perins Peak Wildlife Habitat Area

A 300 acre parcel of wildlife habitat, located on Animas Mountain, Colorado, is now held by Nature Conservancy. The property will be acquired in fee simple.

Funds requested for these parcels are $426,000

Pacific Crest NST

Ten trail easements are scheduled for acquisition in FY 1984. Preliminary work will begin on 8 trail easements scheduled for acquisition in FY 1985.

Funds requested for these parcels are $100,000

Susan River (Bizz Johnson) Trail

Two parcels are scheduled for acquisition in FY 1984. Approximately 13 acres will be acquired.

Funds requested for these parcels are $100,000

Upper Missouri WSR

Thirteen parcels are scheduled for acquisition through either direct purchase, scenic easement or exchange. Approximately 1,450 acres will be acquired.

Funds requested for these parcels are $500,000

Rio Grande WSR

Six parcels are scheduled to be acquired by direct purchase. The parcels encompass approximately 117 acres in area.

Funds requested for these parcels are $300,000

Acquisition Management

These funds will be used for WM's to complete land exchanges, for monitoring the terms and conditions of scenic easements, and for assessing compliance with agreements made with grantors of road easements, which require follow up action by BLM.

Funds requested for acquisition management use . . $130,000

TOTAL Acquisition (LWCF) $2,469,000

Decrease for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,469	---	-2,469
(FTE-T)	(4)	(---)	(-4)

No new acquisitions are proposed in this activity for FY 1985.

Workload Measure	FY 1984	FY 1985 Base	FY 1985 Estimate	Difference
Fee title cases (#)	16	16	---	-16
Scenic easements (#)	8	8	---	-8
Trail easements (#)	12	12	---	-12
Exchanges (#)	7	7	---	-7
Total	43	43	---	-43

Distribution of change by object class

The object class detail for the proposed decrease is as follows:

Position Title	GS-Grade	No. of Positions	Annual Salary
National Resource Specialist	9/11	-4	-$107,000
Full-time Equivalent-Total		-4	-$107,000
Personnel benefits			-13,000
Travel and Transportation of persons			-7,000
Other services			-3,000
Lands and Structures			-2,339,000
Total			-$2,469,000

LAND ACQUISITION (Non-LWCF)

Base Program

This is a new activity to allow the Bureau to improve the management of the public lands by acquiring land and interest in land through general appropriations rather than appropriations from the Land and Water Conservation Fund. The LWCF is limited to acquisition for recreation purposes.

The King Range National Conservation Area encompasses approximately 60,000 acres of rugged mountains and isolated beachs along the Pacific coast in northern California. An increase of $578,000 will acquire four (4) parcels of high priority ocean view property and for completing acquisition through exchange of 6 parcels involving 3,800 acres.

Under the King Range Act the Secretary was authorized to acquire lands and interest in lands within the area through purchase or exchange. The Secretary also was authorized $11.5 million "to consolidate and manage the public lands in the area with the purpose of conserving and developing the areas from for the use and benefit of the people of the United States."

Public Law 95-352 (August 20, 1978), which took effect October 1, 1979, provided that funds received by the Secretary as "exchange equalization payments" (i.e., the cash difference paid the Secretary by the private land owner when the value of Federal lands exchanged exceeds the value of private lands exchanged) "are authorized to be appropriated" and are "to remain available until appropriated". To date, $578,000 has been received and deposited in the Treasury.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	---	578	+578
(FTE-T)	(---)	(---)	(---)

Funding requested for FY 1985 is expected to acquire approximately 300 acres of high priority ocean view property and complete acquisition through exchange of 3,800 acres.

Workload Measure	FY 1984	FY 1985 Base	FY 1984 Estimate	Difference
Fee title cases (#)	---	---	4	+4
Scenic easements (#)	---	---	---	---
Trail easements (#)	---	---	---	---
Exchanges (#)	---	---	6	+6
Total	---	---	10	+10

Distribution of change by object class

The object class detail for the proposed increase is as follows:

Position Title	GS-Grade	No. of Positions	Annual Salary
Other services			34,000
Lands and Structures			544,000
Total			$578,000

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Land Acquisition

	1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	4	107	---	---	-4	-107
Total personnel compensation	4	107	---	---	-4	-107
Other Objects						
12.1 Personnel benefits	---	10	---	---	---	-10
21.0 Travel and transportation of persons	---	7	---	---	---	-7
25.0 Other services	---	6	---	34	---	+28
32.0 Lands and structures	---	2,339	---	544	---	-1,795
Total requirements	4	2,469	---	578	-4	-1,891

LAND ACQUISITION
Program and Financing (in thousands of dollars)

		83	84	85
14-5033-0-1-302				
Program by activities:				
	Direct program	178	130	28
	Capital investment	2,635	1,500	1,509
10.00	Total obligations	2,813	1,630	1,537
Financing:				
21.40	Unobligated balance available, start of year	-2,919	-450	-1,289
	Transfer from National Park Service	-33	---	---
24.40	Unobligated balance available, end of year	450	1,289	330
40.00	Budget authority (appropriation)	311	2,469	578
Relation of obligations to outlays:				
71.00	Obligations incurred, net	2,813	1,630	1,537
72.40	Obligated balance, start of year	446	446	101
	Transfer from National Park Service	116	---	---
74.40	Obligated balance, end of year	-446	-101	-1,060
90.00	Outlays	2,929	1,975	578

LAND ACQUISITION
Object Classification (in thousands of dollars)

14-5033-0-1-302	83	84	85
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	160	107	---
11.9 Total personnel compensation	160	107	---
12.1 Personnel benefits: Civilian	18	13	---
21.0 Travel and transportation of persons	---	7	---
25.0 Other services	---	3	28
32.0 Lands and structures	2,635	1,500	1,509
99.9 Total obligations	2,813	1,630	1,537

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

LAND ACQUISITION
Personnel Summary

14-5033-0-1-302	83	84	85
Total number of full-time permanent positions	7	4	---
Total compensable workyears: Full-time equivalent employment	8	4	---

PAYMENTS IN LIEU
OF TAXES

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Payments in Lieu of Taxes
(14-1114-0-1-852)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	96,320	96,320	105,000	105,000
Outlays	96,320	96,320	105,000	105,000
FTE/Total	1	1	1	1

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	105,000	105,000	105,000	105,000	105,000
Current Policy	105,000	105,000	105,000	105,000	105,000
Outlays:					
Agency Request	105,000	105,000	105,000	105,000	105,000
Current Policy	105,000	105,000	105,000	105,000	105,000

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of general local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provision is made for payment of 75 cents per acre (reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act) or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 for the Redwood National Park and the national park and national wilderness systems.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement 31 U.S.C. 6901-6907, [$96,320,000], of which not to exceed $400,000 shall be available for administrative expenses. $105,000,000

(H.R. 3363, making appropriations for the Department of the Interior and Related Agencies, 1984.)

Appropriation Language Citations

Appropriation: Payments in Lieu of Taxes

Appropriation language and citations:

1. For expenses necessary to implement 31 U.S.C. 6901-6907, [$96,320,000]. $105,000,000

31 U.S.C. 6901-6907

31 U.S.C. 6901-6907 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

H.R. 3363

H.R. 3363, which is the FY 1984 Appropriations Bill for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Payments in Lieu of Taxes

Summary of adjustments to base:

(dollar amounts in thousands)

	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984.....			1	96,320
Adjustment to base and built-in changes.....			--	---
1985 Base.....			1	96,320

Comparison by activity:	1983 Actual FTE-T	1983 Actual Amount	1984 Appropriation Enacted to Date FTE-T	1984 Appropriation Enacted to Date Amount	1985 Base FTE-T	1985 Base Amount	1985 Estimate FTE-T	1985 Estimate Amount	Inc.(+)/Dec.(-) from 1984 Approp. FTE-T	Inc.(+)/Dec.(-) from 1984 Approp. Amount	Inc.(+)/Dec.(-) from 1985 Base FTE-T	Inc.(+)/Dec.(-) from 1985 Base Amount
Total Requirements	1	96,320	1	96,320	1	96,320	1	105,000	---	+8,680	---	+8,680

BLM-237

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements $	96,320	96,320	105,000	+8,680	+8,680
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907 — 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- to determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- to make payments to the extent that funds are available to all qualified recipients.

Base Program

31 U.S.C. 6901-6907 which codified Public Law 94-565, the "Payments in Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction

of the Army Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active army installations used for non-industrial purposes, and certain lands donated to the United States Government by state and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from state or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment, but is required by state law to pass all or part of this payment to financially and politically independent school districts, or other single or special purpose district, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The eleven (11) Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603);

(k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each state or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents x entitlement acres) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interest therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five year period preceding the acquisition by the Federal government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal government.

Federal payments of $100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal government.

Base Program

The FY 1985 Base of $96,320,000 is the same amount as appropriated in FY 1984. Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act such as coordination with other Federal land managing agencies, communications with state governor's offices, and with counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

Increase for FY 1985

The FY 1985 Estimates for Payments in Lieu of Taxes is $105,000,000 which is an increase of $8,680,000. This amount will be distributed according to the provisions of the law.

Object Classification Distribution

The object class detail for the $8,680,000 increase is as follows:

Grants, subsidies, and contributions	+$8,680,000
Total	$8,680,000

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1983 PAYMENT
ALABAMA	$ 112,030
ALASKA	3,475,036
ARIZONA	7,684,920
ARKANSAS	1,195,865
CALIFORNIA	10,860,626
COLORADO	6,608,468
CONNECTICUT	12,208
DELAWARE	4,520
DIST OF COLUMBIA	5,600
FLORIDA	1,756,841
GEORGIA	713,699
HAWAII	9,774
IDAHO	6,868,043
ILLINOIS	281,411
INDIANA	262,617
IOWA	117,595
KANSAS	331,418
KENTUCKY	659,544
LOUISIANA	160,958
MAINE	38,798
MARYLAND	77,748
MASSACHUSETTS	76,783
MICHIGAN	1,317,094
MINNESOTA	1,045,207
MISSISSIPPI	335,393
MISSOURI	527,873
MONTANA	7,213,567
NEBRASKA	270,006
NEVADA	5,069,148
NEW HAMPSHIRE	297,586
NEW JERSEY	62,789
NEW MEXICO	8,934,783
NEW YORK	149,526
NORTH CAROLINA	1,153,918
NORTH DAKOTA	513,314
OHIO	431,078
OKLAHOMA	711,667
OREGON	2,531,671
PENNSYLVANIA	364,256
RHODE ISLAND	0
SOUTH CAROLINA	102,690
SOUTH DAKOTA	1,613,128
TENNESSEE	525,563
TEXAS	1,362,537
UTAH	7,929,891

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1983 PAYMENT
VERMONT	$ 59,887
VIRGINIA	1,268,268
WASHINGTON	1,594,873
WEST VIRGINIA	754,481
WISCONSIN	543,490
WYOMING	6,973,505
PUERTO RICO	2,597
VIRGIN ISLANDS	19,255
GUAM	211
TOTAL	$ 94,993,754

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

		1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	1	47	1	47	--	--
	Total personnel compensation	1	47	1	47	--	--
	Other Objects						
12.1	Personnel benefits		6		6		--
21.0	Travel and transportation of persons		2		2		--
25.0	Other services		325		325		--
26.0	Supplies		10		10		--
31.0	Equipment		10		10		--
41.0	Grants, subsidies, and contributions		95,920		104,600		+8,680
	Total requirements		96,320		105,000		+8,680

PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

14-1114-0-1-852	83	84	85
Program by activities:			
10.0 Total Obligations	96,320	96,320	105,000
Financing:			
21.40 Unobligated balance available start of year	-367	---	---
24.40 Unobligated balance available end of year	---	---	---
25.00 Unobligated balance lapsing	367	---	---
40.00 Budget authority (appropriation)	96,320	96,320	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	96,320	96,320	105,000
72.40 Obligated balance, start of year	121	121	121
74.40 Obligated balance, end of year	-121	-121	-121
90.00 Outlays	96,320	96,320	105,000

PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

14-1114-0-1-852	83	84	85
Personnel compensation:			
11.1 Full-time permanent.....	47	47	47
11.9 Total personnel compensation...	47	47	47
12.1 Personnel benefits: Civilian	6	6	6
21.0 Travel and transportation of persons.....	2	2	2
25.0 Other services.....	325	325	325
26.0 Supplies and materials.....	10	10	10
31.0 Equipment.....	10	10	10
41.0 Grants, subsidies and contributions.....	95,920	95,920	104,600
99.9 Total obligations.....	96,320	96,320	105,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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PAYMENTS IN LIEU OF TAXES
Personnel Summary

14-1114-0-1-852	83	84	85
Total number of full-time permanent positions	1	1	1
Total compensable workyears: Full-time equivalent employment...	1	1	1

OREGON & CALIFORNIA
GRANT LANDS

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Oregon and California Grant Lands
(14-1116-0-1-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	57,620	51,536	50,381	52,217
Outlays	54,351	49,010	47,912	49,241
FTE/Total	1,018	964	970	970

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	50,381	51,509	52,661	53,840	55,046
Current Policy	52,217	53,391	54,566	55,787	57,074
Outlays:					
Agency Request	47,912	48,985	50,082	51,203	52,350
Current Policy	49,241	50,348	51,456	52,607	53,821

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands under the jurisdiction of the Bureau of Land Management for permanent forest production under the principle of sustained yield. The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Forest Service programs that are conducted on certain O&C lands (490,000 acres) which are included within the National Forest System and managed by the Forest Service as a part of the National Forest System are not funded within this appropriation for FY 1985, but rather are proposed to be included in the Forest Service budget.

The major activities financed by this appropriation are:

Construction and Acquisition: ($511,000)

Provides for the acquisition of timber sale road easements, road use agreements for timber access, and resource management roads, for signing, transportation planning, survey and design of timber access roads, and rock agregate used in the construction of timber access roads.

Maintenance: ($4,043,000)

Provides maintenance for office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and for a transportation system necessary for the marketing of timber from the timber lands in Western Oregon.

Renewable Resources Management: ($45,516,000)

Provides for the marketing of 1.2 billion board feet of timber (FY 1985 Estimate) and the timber development practices necessary to maintain this high level of annual harvest. In addition, fire protection is provided on 2,375,823 acres of commercial forest land. Other resource programs including Range Management; Soil, Water, and Air Management; Wildlife Habitat Management; and, Recreation Management are financed by this activity.

In FY 1985, an increase of $800,000 will enable BLM to implement new Forest Management plans that will increase the allowable harvest level in Western Oregon from 1.1 billion board feet to 1.2 billion board feet annually. This additional annual timber sold is valued at $22 million at projected stumpage prices.

The fire management program will be increased $700,000 to provide prescribed burning and slash disposal on an additional 5,553 acres of land. This work is necessary for the additional reforestation efforts called for in the new forest management plans.

The other renewable resource programs will be conducted at the same level in FY 1985 as in FY 1984.

Planning and Data Management: ($311,000)

Provides for the maintenance of land use plans and for the automated data processing support for conducting 500 annual timber sales as well other ADP requirements.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$51,536,000] $50,381,000 to remain available until expended: [Provided, That the amount provided herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture:] Provided [further], That the amount appropriated herein for road construction [other than those administered by the Forest Service] shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That twenty-five per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Public Law - , making appropriations for the Department of the Interior and Related Agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Oregon and California Grant Lands

References to the tranfer of funds to the Forest Service are deleted to reflect the proposal that this appropriation includes only BLM program responsibilities and the Forest Service is to seek its own separate appropriation for its O&C grant lands responsiblities.

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

Appropriation language and citations:

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of August 28, 1937 (50 Stat. 876) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in Western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties;

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands.

By 1951, the Treasury had been repaid in full for money advanced to make payments in lieu of taxes, and according to the O&C Act the 18 counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third (or 25 percent of total receipts) to the United States for the development and management of O&C lands.

Since 1953, Congress has appropriated a portion of the returned receipts for management of the O&C lands. Since 1960, the full 25 percent of aggregate receipts has been appropriated by Congress under the Oregon and California Grant Lands Appropriation.

In FY 1982, for the first time, a direct appropriation of $52,788,000 was approved by Congress to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation, caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands are now transferred to the General Fund in the Treasury for reimbursement for all or part of the direct appropriation. BLM's FY 1985 O&C appropriation request is a continuation of this approach.

Additionally, the BLM and the Forest Service are proposing that the appropriations for the O&C grant lands be separated for the two agencies and that the Forest Service receive its funds for the O&C program directly rather than receive a transfer of funds from BLM.

This approach has the following advantages.

1. Each agency would justify its own funding needs in the context of its total program requirements, authorities, and priorities.

2. A more cohesive review of the total Forest Service program and the BLM program by the Appropriations Committees, OMB and the Secretaries of Interior and Agriculture would be possible.

3. By including language in the appropriation to the Forest Service making the amount appropriated a charge against the special O&C receipt account in the Treasury, the same financial relationship would exist

between that appropriation and O&C receipts as now exists in the appropriation to BLM. There is ample precedent in other special funds, such as the Land and Water Conservation Fund, for making separate appropriations directly to different agencies, and yet having them all chargeable to the same fund. Thereby, the relationship between receipts and appropriations could still be tracked while permitting each agency to operate its own portion of the management program.

To implement this concept of separate accounts, BLM has reduced the amount of the Oregon and California Grant Lands appropriation under the BLM head by $2,655,000 and proposes that this amount be transferred to the Forest Service budget. The total amount proposed to be appropriated for O&C Grant Lands to the BLM is $50,381,000.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands and the Coos Bay Wagon Road Lands (CBWR) are a source of revenue to both U.S. Treasury and the 18 O&C counties of Western Oregon.

Receipts estimates for FY 1982 through FY 1985 are as follows:

($ in thousands)

	FY 1982 Actual	FY 1983 Estimate	FY 1984 Estimate	FY 1985 Estimate
O&C	$78,597	88,000	115,000	130,000
CBWR	$2,458	5,000	3,400	4,400
Total	$81,055	93,000	118,400	134,400

Receipts estimates are based on projected timber harvest levels with an assumed timber price of $127 per thousand board feet in FY 1985.

O&C receipts are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Counties are paid in the year following the collection of receipts.

($ in thousands)

	FY 1982	FY 1983	FY 1984	FY 1985	FY 1986
O&C Counties	$97,042*	39,298*	44,000*	57,500*	65,000*
Treasury	$39,298	44,000	57,500	65,000	71,500

* From prior year receipts.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Oregon and California Grant Lands

Summary of adjustments to base:

	(Dollar amounts in thousands) FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984	---	---	964	51,536
Adjustments to base and built-in changes:				
Transfers	---	-2,655	---	
Subtotal, adjustments to base and built-in changes			---	-2,655
1985 Base			964	48,881

Comparison by activity/subactivity:	1983 Actual FTE/T	1983 Actual Amount	1984 Approp. Enacted to date FTE/T	1984 Approp. Enacted to date Amount	1985 Base FTE/T	1985 Base Amount	1985 Estimate FTE/T	1985 Estimate Amount	Inc(+)/Dec(-) fr.1984 Appro. FTE/T	Inc(+)/Dec(-) fr.1984 Appro. Amount	Inc(+)/Dec(-) fr.1985 Base FTE/T	Inc(+)/Dec(-) fr.1985 Base Amount
1. Construction and Acquisition												
A. Building Construction	---	---	---	---	---	---	---	---	---	---	---	---
B. Recreation Construction	3	58	---	---	---	---	---	---	---	---	---	---
C. Transportation Construction	8	641	6	696	6	196	6	196	---	-500	---	---
D. Access Acquisition	8	405	7	315	7	315	7	315	---	---	---	---
Subtotal	19	1,104	13	1,011	13	511	13	511	---	-500	---	---
2. Maintenance												
A. Building Maintenance	8	505	8	510	8	480	8	480	---	-30	---	---
B. Recreation Maintenance	28	1,019	26	823	26	793	26	793	---	-30	---	---
C. Transportation Maintenance	124	3,581	107	2,870	107	2,770	107	2,770	---	-100	---	---
Subtotal	160	5,105	141	4,203	141	4,043	141	4,043	---	-160	---	---
3. Renewable Resources Management												
A. Timber Management	483	19,363	501	13,279	501	12,264	501	12,264	---	-1,015	---	---
B. Timber Development/ Reforestation	272	26,438	232	27,541	232	26,641	238	27,441	---	-100	+6	+800
C. Timber Protection	18	2,726	18	3,020	18	2,940	18	3,640	---	+620	---	+700
D. Other Forest Resources	61	2,425	55	2,171	55	2,171	55	2,171	---	---	---	---
Subtotal	834	50,952	806	46,011	806	44,016	812	45,516	+6	-495	+6	+1,500
4. Planning and Data Management												
A. Planning	2	250	2	97	2	97	2	97	---	---	---	---
B. Data Management	3	209	2	214	2	214	2	214	---	---	---	---
Subtotal	5	459	4	311	4	311	4	311	---	---	---	---
TOTAL, REQUIREMENTS	1,018	57,620	964	51,536	964	48,881	970	50,381	+6	-1,155	+6	+1,500

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

	FTE-T	Amount
Appropriation: Oregon and California Grant Lands		
Forest Service (Transfer in the Estimate).....	---	-$2,655

BLM and the Forest Service have agreed that the appropriations for the O&C Grant Lands be separated for the two agencies and that the Forest Service have its own appropriation rather than receive a transfer of funds from BLM. The base adjustment is equal to the amount estimated to be transferred to the Forest Service in FY 1984 from the BLM's O&C appropriation. This base adjustment is predicated on the assumption that the Forest Service will receive approval for its own account in FY 1985 as has been proposed.

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Construction and Acquisition						
BLM	$	511	511	511	---	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Forest Service	$	500	---	---	-500	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	($)	1,011	511	511	-500	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Maintenance						
BLM	$	3,743	3,743	3,743	---	---
	(FTE-T)	(141)	(141)	(141)	(---)	(---)
Forest Service	$	160	---	---	-160	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	4,203	4,043	4,043	-160	---
	(FTE-T)	(141)	(141)	(141)	(---)	(---)
Renewable Resources Management						
BLM	$	43,916	43,916	45,416	+1,500	+1,500
	(FTE-T)	(806)	(806)	(812)	(+6)	(+6)
Forest Service	$	1,995	---	---	-1,995	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	46,011	44,016	45,516	-495	+1,500
	(FTE-T)	(806)	(806)	(812)	(+6)	(+6)

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Planning and Data Management						
BLM	$	311	311	311	---	---
	(FTE-T)	(4)	(4)	(4)	(---)	(---)
Subtotal	$	311	311	311	---	---
	(FTE-T)	(4)	(4)	(4)	(---)	(---)
Total Requirements	$	51,536	48,881	50,381	-1,155	+1,500
	(FTE-T)	(964)	(964)	(970)	(+6)	(+6)

	Authorization
43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in Western Oregon.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.
P.L. 94-579 43 U.S.C. 1702	The Federal Land Policy and Management Act of 1976 applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other acts listed under the other appropriations in this document apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in Western Oregon.

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Construction and Acqusition

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Building Construction	$ ---	$ ---	$ ---	$ ---	$ ---	$ ---
Recreation Construction	58	---	---	---	---	---
Transportation Construction	641	696	696	196	196	---
Access Acquisition	405	315	315	315	315	---
TOTAL	$ 1,104	$ 1,011	$ 1,011	$ 511	$ 511	$ ---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Building Construction

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements $	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objectives

The objective of the program is to construct those facilities that are determined to be necessary to support resource management. Some specific projects oriented toward timber management include the seed orchard buildings and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seedling production in greenhouse facilities. Specific anticipated benefits are usually identified during facility planning stages.

Base program

No building construction projects are scheduled for FY 1985. No survey and design is needed in FY 1985.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objectives

The Recreation Construction Program is a support activity to the recreation management program and recreation use on O&C lands. Activities include new construction, major renovation, and replacement of existing sites. The goals of the program are to provide facilities which are easy to maintain, provide for visitor and employee safety, and meet visitor demand.

Base program

No recreation construction is proposed for FY 1985. No survey and design will be necessary for future year construction.

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
BLM	$	196	196	196	---	---
	(FTE-T)	(6)	(6)	(6)	(---)	(---)
Forest Service	$	500	---	---	-500	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	696	196	196	-500	---
	(FTE-T)	(6)	(6)	(6)	(---)	(---)

Objectives

The major objective of the Transportation Construction program is to provide a safe and energy efficient transportation system for access to the O&C lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, air strips, and related appurtenances such as bridges and signs.

Base program

Base level funding is $196,000 and 6 FTE-T. No change is proposed for FY 1985.

The base program level provides support to the timber management program by providing transportation planning, and survey and design for access roads for the development and harvest of the timber resource. More specifically, the program plans for:

- Road access to areas for management purposes and where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. The program also plans access for commercial thinning volume to allow utilization of timber of marginal value.

- Access to merchantable timber areas where the construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This includes such projects as large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of end haul, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The following table displays accomplishments in FY 1983 and estimated workloads in FY 1984 and 1985:

Workload Measure	FY 1983	FY 1984	FY 1985	Increase(+) Decrease(-)
Sign installation (number)	200	200	200	---
Transportation plans (number)	5	5	5	---
Survey and design (miles)	20	20	20	---

Justification of Program and Performance

Activity:	Construction and Acquisition
Subactivity:	Access Acquisition

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) From 1984	Inc. (+) Dec. (-) From Base
Total Requirements	$	315	315	315	---	---
	(FTE-T)	(7)	(7)	(7)	(---)	(---)

Objectives

The major objectives of the Access Acquisition program are as follows:

- obtain and maintain legal access for the forest management program. Such legal access is not only in support of the timber sale program, but must provide continuous legal access for all forest management activities such as reforestation, thinnings, fertilization, and various other cultural activities.

- obtain and maintain legal access for the general public when such access is deemed appropriate by management. Examples may be access to developed recreation sites, access to large tracts for extensive public uses such as hunting, fishing, etc.

- implement Title 5 of FLPMA relating to road cost-sharing when appropriate policies, regulations, and procedures are promulgated.

Base program

Base level funding is $315,000 and 7 FTE-T. No change is proposed for FY 1985.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Lead time is essential in the access acquisition program to ensure that legal access is available when management actions are scheduled to take place. A lead time of two years or more is needed, depending upon the complexity of the road system, number of owners involved, attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The base program workload includes easement survey, negotiations, appraisal, acquisition of title evidence, and payment for use as displayed in the following table:

Workload Measure	FY 1983	FY 1984	FY 1985	Increase (+) or Decrease (-)
Easement surveys (#)	45	45	45	---
Title Evidence Acquired	50	50	50	---
Appraisals (#)	40	40	40	---
Easements Acquired (#)	40	40	40	---
Road Use Agreements (#)	4	5	5	---
Supplements to Road Use Agreements (#)	100	100	100	---

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that all intensive management practices can be applied wherever and whenever silvicultural needs dictate.

- Increasing bid prices on timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.

- Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Maintenance

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Building Maintenance	$ 505	$ 510	$ 510	$ 480	$ 480	$ ---
Recreation Maintenance	1,019	823	823	793	793	---
Transportation Maintenance	3,581	2,870	2,870	2,770	2,770	---
TOTAL	$ 5,105	$ 4,203	$ 4,203	$ 4,043	$ 4,043	---

Justification of Program and Performance

Activity: Maintenance
Subactivity: Building Maintenance

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
BLM	$	480	480	480	---	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)
Forest Service	$	30	---	---	-30	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	510	480	480	-30	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)

Objectives

The objective of this program is to protect the capital investment in buildings and related facilities and to ensure that the facilities continue to provide the service intended throughout the life cycle. Specific objectives include:

- Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- Repair of interior and exterior of buildings as required;
- Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

Base program

Base level funding is $480,000 and 8 FTE-T. No change is proposed for FY 1985.

Facilities maintained vary from district office and radio buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size)
Office	7	147,000 sq. ft.
Warehouse	63	61,200 sq. ft.
Flammable liquid storage	4	3,800 sq. ft.
Radio	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by in-house labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The base program level funds maintenance on an as-needed basis, on the facilities, grounds, and systems itemized above.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Recreation Maintenance

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc .(+) Dec. (-) from Base
BLM	$	793	793	793	---	---
	(FTE-T)	(26)	(26)	(26)	(---)	(---)
Forest Service	$	30	---	---	-30	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	823	793	793	-30	---
	(FTE-T)	(26)	(26)	(26)	(---)	(---)

Objectives

The objectives of the program are to ensure that all recreation sites are operated and maintained so that: (1) the public receives the maximum recreation benefits from the facilities, (2) natural and cultural resources are not destroyed through over use, (3) public and employee health and safety are not endangered while on site, and (4) the facilities are maintained so that they last for their designed life expectancies.

Base program

Base level funding is $793,000 and 26 FTE-T. No change is proposed for FY 1985.

The Recreation Maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (family units)	702
Developed picnic sites (family units)	682
Undeveloped picnic sites (no.)	65
Water systems (no.)	40
Sewer systems (no.)	24
Trails within recreation sites (miles)	19
Signs (no.)	90
Hazards (average number existing at a given time)	10

All developed facilities are provided preventive and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers, recreation technicians, contract, volunteer, and user participation. Written directives covering Visitor Safety and Hazard Management and Use Permits for Developed Sites and Site Management have been issued to improve consistency in implementation from district to district.

The facilities provided meet the requirements of the O&C Act for recreation as a facet of management. Having recreation concentrated in specific areas reduces conflicts with other resource management.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Transportation Maintenance

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
BLM	$	2,470	2,470	2,470	---	---
	(FTE-T)	(107)	(107)	(107)	(---)	(---)
Forest Service	$	100	---	---	-100	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	2,870	2,770	2,770	-100	---
	(FTE-T)	(107)	(107)	(107)	(---)	(---)

Bureau of Land Management

Objectives

The objective of the transportation maintenance program is to maintain the forest road and trail system in a condition needed to ensure proper land and resource management through improved physical access for the safe efficient transport of forest products from the forest to the milling, manufacturing or loading facility, and safe access to forest lands for the forest industry, BLM personnel, and the general public.

Base program

Base level funding is $2,770,000 and 107 FTE-T. No change is proposed for FY 1985.

The Bureau is responsible for maintaining approximately 8,468 miles of road and 59 miles of trail in Western Oregon. All trails are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on a as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system.

Maintenance of the road system is accomplished primarily by BLM crews with contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management and other resource maintenance level needs for transportation facilities.

The BLM timber access road system is part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled.

Funds collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Monies collected in maintenance fees each year become a part of the total fund available for road maintenance, through a permanent appropriation for road maintenance. In FY 1985, the amount available from the appropriation is estimated to be $4.0 million.

The transportation maintenance program provides benefits to users of the O&C lands, including the timber industry and the general public. Benefits returned are primarily in the form of higher bid prices for timber, realized when the purchaser does not have to sustain the costs of labor and equipment for maintenance, and a safe, energy efficient roadway is provided that reduces hauling costs to a minimum.

The following workload will be accomplished.

Workload Measure	FY 1983	FY 1984	FY 1985	Increase(+) Decrease(-)
Road maintenance (miles)	5,101	4,100	4,100	---
Trail maintenance (miles)	59	59	59	---
Bridge maintenance (#)	3	3	3	---
Bridge inspections (#)	30	30	30	---
Roadside brush control (miles)	400	400	400	---
Fill and cut slopes maintained (acres)	467	467	467	---
Signs	500	500	500	---

Federal Highway Administration (FHWA)

Base program

Base level funding is $300,000, which is the same as the proposed FY 1985 level. The FHWA provides road surfacing aggregate to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of commercial road use and weather damage.

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Renewable Resources Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Timber Management	$19,363	$13,279	$13,279	$12,264	$12,264	---
Timber Development and Reforestation	26,438	27,541	27,541	26,641	27,441	+800
Timber Protection	2,726	3,020	3,020	2,940	3,640	+700
Other Forest Resources	2,425	2,171	2,171	2,171	2,171	---
TOTAL	$50,952	$46,011	$46,011	$44,016	$45,516	+$1,500

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Management

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
1) BLM	$	12,164	12,164	12,164	---	---
	(FTE-T)	(501)	(501)	(501)	(---)	(---)
2) Forest Service	$	1,015	---	---	-1,015	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
3) Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	13,279	12,264	12,264	-1,015	---
	(FTE-T)	(501)	(501)	(501)	(---)	(---)

Bureau of Land Management

Objectives

The objective of the timber management program is to ensure that the annual sustained yield capacity (annual allowable cut level) of 1.2 billion board feet is prepared for sale from the O&C lands, the intermingled public domain, and Coos Bay Wagon Road lands in western Oregon, and that the timber is harvested and payments are made in accordance with the terms of the timber sale contracts.

Base program

Base level funding is $12,164,000 and 501 FTE-T. No change is proposed for FY 1985.

The primary statutory base for the management program on the O&C lands is the O&C Act of 1937 (50 Stat. 874; 43 U.S.C. 1181a, et seq.). Under the Act, lands classified as timberlands ". . . shall be managed for permanent forest production, and the timber thereon shall be sold, cut, and removed in conformity with the principal (sic) of sustained yield for the purpose of providing a permanent source of timber supply, protecting watersheds, regulating stream flow and contributing to the economic stability of local communities and industries, and providing recreational facilities . . ."

The O&C Act also establishes the amount of timber to be sold annually by stating that "timber from said lands in an amount not less than one-half billion feet board measure, or not less than the annual sustained yield capacity when the same has been determined and declared, shall be sold annually, or so much thereof as can be sold at reasonable prices on a normal market."

Policy for Timber Production (BLM)

The base program is in accordance with the O&C Act and the most recent policy statement for O&C timber production, which is contained in the March 16, 1983 O&C Forest Resources Policy statement of the O&C Grant Lands.

Land Use Plans:

Resource Management plans or management framework plans as developed through the land-use planning process shall constitute the primary guides for carrying out legislative mandates and Bureau policies.

Social/Economic Considerations:

The BLM manages 2.1 million acres of O&C lands in western Oregon. The revenues and employment generated by timber sales, conversion of timber to wood products, and other marketable values derived from these lands significantly affect the State and local economies. It is further recognized that public use of these lands through consumptive and nonconsumptive recreation, including sport hunting, and sport and commercial harvest of salmon and steelhead produced in streams on the O&C lands, also contributes to the local and State economies. The primary objectives of the management program on the O&C lands are to manage for a high-level and sustained yield output of wood products needed to contribute to the economic stability of the local communities and industries, and to provide for other land uses as established in the O&C Act and other legislation. Intermingled public lands may be managed with timber production as the primary objective where such a determination is made in land use plans, and adequate consideration has been made for alternative land uses.

Land Classification:

All public land administered by the BLM in western Oregon is classified according to the Timber Production Capability Classification (TPCC). The TPCC is an inventory process based on the land's physical and biological capacity to produce timber. Through this process forest lands are segregated into two categories: (1) Commercial Forest Lands which can be managed on a sustained yield basis (Suitable Lands), and (2) Commercial Forest Lands which cannot be managed on a sustained yield basis (Nonsuitable Lands). Approxmately 1.9 million of the 2.4 million acres of Bureau-administered lands in western Oregon are classified as suitable lands.

Allowable Cut Determination

The allowable cut determination shall be based on a nondeclining harvest level over time. Departure from the nondeclining harvest level may be permitted in either direction. Any increases shall not exceed the long-term sustained yield capacity of the land; decreases shall be economically and/or biologically justified and timed so as to minimize impacts on dependent industries and local economies.

The major elements of the timber management program are:

Inventory and Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

The gathering of inventory and silvicultural data is done on a 10-year cycle. The eight years between data gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process. The planning process begins with identification of potential sales five years in advance. Out-year plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Archaeological clearance
4. Resource conflict resolution
5. Timber values determination and appraisal
6. Contract preparation
7. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale area boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging the area on archaeological and other resource values such as wildlife, fisheries, and soil and water. All of this data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

When final sale area layout is completed, the timber is cruised to determine the volume of merchantable timber. The timber is then appraised to determine its value. Factors influencing the appraisal include, in addition to commercial timber prices, road building and maintenance costs that will be incurred by the timber purchaser.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Generally, the purchaser has 3 years to harvest the timber.

Timber Sale Contract Administration

The work done in this element involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of logging plan
2. Monitoring road and logging facilities construction
3. Monitoring progress of timber cutting and calculating payments due
4. Ensuring that payment due is received before additional timber is cut
5. Processing contract modifications as needed
6. Monitoring the total logging operation until all timber has been removed from the sale area
7. Monitoring the disposal of logging debris (slash)
8. Processing contract expirations and terminations

In FY 1984, the impact of the economy's emergence from the recession should be apparent in terms of the volume of timber harvested and resulting revenues. By mid-FY 1983 the amount harvested was approaching normal levels. This timber, however, was purchased on short term contracts at depressed stumpage prices resulting from the recession. Consequently, receipts are not expected to reach pre-recession levels during FY 1983. It can be expected, however, that stumpage prices will increase as economic conditions improve.

By the end of FY 1983, a new generation of timber management plans will be completed. It is anticipated that the allowable cut level under these new plans will be increased from 1.1 billion board feet to 1.2 billion board feet annually. The base program for FY 1985 contains sufficient funding to provide for offering for sale the increased volume of timber over the amount offered in FY 1984.

Five of the seven new timber management plans are based upon the O&C Timber Management policy adopted in March of 1983. Previous policy called for exclusion of certain commercial timber lands from the allowable cut base. In some instances these lands were excluded because regeneration could not be achieved within a reasonable length of time, if at all. In other instances lands were excluded for reasons that were not entirely consistent

with the intent of the O&C Act. The new timber policy is intended to adhere to the intent of the O&C Act while providing appropriate and lawfully mandated protection of the other forest resources.

The following tables display timber management funding and workload statistics.

Element	Funding ($000) FY 1983	FY 1984	FY 1985 Estimate
Inventory and Planning	$ 539	$ 559	$ 559
Timber Sale Planning	754	855	855
Timber Sale Preparation	7,758	8,800	8,800
Timber Sale Contract Admin.	1,720	1,950	1,950
Total (BLM)	$10,771	$12,164	$12,164

Workload Measure	Actual FY 1983	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Increase(+) Decrease(-)
Inventory (acres)	200,000	250,000	250,000	250,000	---
Timber Sale Plans -					
Annual (#)	21	21	21	21	---
5-year (#)	21	21	21	21	---
Timber Volume Prepared (MMBF)	1,100	1,100	1,200	1,200	---
Sales Prepared (#)	350	350	350	350	---
Timber Volume Sold (MMBF)	1,100	1,100	1,200	1,200	---
Contracts Administered (#)	1,000	1,000	1,000	1,000	---
Timber Volume Sold - Not Harvested (MMBF)	3,500	3,500	3,500	3,500	---
Value of Timber Sold ($000)	102,000	143,000	165,000	165,000	---
Average Sale Price ($/MBF)	130	150	170	170	---

Federal Highway Administration

Base program

The base level and the proposed level is $100,000. The Federal Highway Administration provides BLM a variety of specialized engineering services associated with the location and design of timber access roads, and evaluation of rock quarry sites. The kind and amount of services rendered vary from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the FY 1985 workload will be near the average level.

Item	Amount
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(dollar amounts in thousands)

			FY 1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimated	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from base
1)	BLM	$	26,641	26,641	27,441	+800	+800
		(FTE-T)	(232)	(232)	(238)	(+6)	(+6)
2)	Forest Service	$	900	---	---	-900	---
		(FTE-T)	(---)	(---)	(---)	(---)	(---)
	Total Requirements	$	27,541	26,641	27,441	-100	+800
		(FTE-T)	(232)	(232)	(238)	(+6)	(+6)

Bureau of Land Management

Objectives

The objective of the Timber Development and Reforestation Program is to accomplish the various practices that Allowable Cut Plans indicate are necessary to produce the selected level of timber production on a sustained yield basis, including:

- Reforest harvested areas promptly
- Maintain or achieve optimum conditions for tree and stand growth (thinnings/release)
- Improve site fertility (fertilization)
- Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.
- Eliminate the following reforestation backlog by converting brush fields and inferior conifer or hardwood stands on conifer sites to conifer production, and initiate and support research to improve reforestation success and stand growth. The most recent analysis of the reforestation backlog provided the following results:

Plantable backlog	3,216 acres
Backlog needing grass/brush conversion	6,355 acres
Backlog needing hardwood conversion	11,084 acres
Backlog needing noncommercial hardwood conversion	1,147 acres
Total backlog	21,802 acres

Base program

The base program of $26,641,000 and 232 FTE's consists of reforestation and other Timber Development practices which increase the productivity of the timber lands in Western Oregon. Reforestation is necessary not only to insure prompt forest regeneration but also to insure that the new forest

will be contain timber of the most desirable species (i.e., Douglas Fir in western Oregon). Land treatments such as the use of herbicides are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in a newly cut area. Later on, precommercial thinning culls out selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM through its tree improvement program will improve the genetic traits of the trees themselves.

The reforestation and development practice workload is accomplished principally through contracting specific land treatment projects (i.e., tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished in this way. The remaining 5 percent is done with Bureau employees, usually temporary employees.

Project elements where permanent BLM personnel are primarily used include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research - Includes all work associated with field studies that are done to identify development needs, monitor results of past actions, and coordinate activities associated with the adaptive and fundamental stages of the Forestry Intensified Research (FIR) contracts and interagency agreements.

Environmental Analysis - Includes all work involved in preparing and reviewing environmental assessments and environmental statements relating to intensive forest management practices.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, service, and supply contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which are progeny test plantations where genetically superior trees are grown for seed production.

By FY 1984, a new generation of Management Framework Plans (MFPs) and allowable cut plans will have been completed in western Oregon. These plans incorporate timber development practices in establishing the allowable cut levels. Benefit/ Cost analyses are performed on the planned practices to ensure that the value of additional timber produced exceeds the cost of the investments under the current nondeclining even flow policy. If planned investments are not undertaken, the allowable cut levels must be reduced, and timber production will decrease correspondingly.

Program Elements	Funding ($000) FY 1983 Approp.	FY 1984 Approp.	FY 1985 Base
Studies and research (including Forestry Intensified Research = FIR)	2,063 (1,300)	1,690 (1,300)	1,690 (1,300)
Environmental analysis	260	265	265
Inventory, project planning, layout and contract preparation	4,800	4,900	4,900
Contract administration	4,100	4,150	4,150
Project cost	12,815	14,086	14,086
Seed orchard operation	1,500	1,550	1,550
TOTAL	$25,538	$26,641	$26,641

Included in the FY 1985 base program is $1,300,000 to fund BLM's share of the Forestry Intensified Research (FIR) Program to develop improved reforestation and timber stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. The program was initiated in 1978 because of reforestation problems that were being encountered in southern Oregon.

More than 227,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful reforestation techniques are developed through such research projects.

Workload Measures	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase(+) Decrease(-)
Studies and research (#)	37	37	37	---
Environmental analysis (#)	78	78	78	---
Tree planting (acres)	20,100	22,000	28,695	+6,695
Seedling procurement (million trees)	15.7	18.3	22.8	+4.5
Seed procurement (lbs) 1/	9,400	0	Unknown	Unknown
Land treatment (acres - includes site preparation, stocking maintenance, protection and release	45,000	47,000	40,695	-6,305
Stand improvement (acres - includes precommercial thinning and fertilization)	26,000	34,400	34,400	---
Inventory (acres - post treatment surveys)	136,300	126,900	130,000	+3,100

1/ Seed procurement is dependent on cone crop. FY 1983 had no pickable crop of cones. FY 1985 potential cone crop cannot be anticipated at this time. Adequate seed crops for Douglas Fir occur approximately on a 7 year cycle.

The differences in the workload measures between the FY 1985 base program and the program planned for FY 1984 result from improved economic conditions and the new timber management policy adopted in March of 1983. Reforestation and site preparation requirements will increase in the FY 1985 base program because of the increase in the timber harvest that is already under way. In the FY 1984 program, practices such as site maintenance and release which do not correlate closely with the level of harvest and will be emphasized.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	26,641	27,441	+800
FTE-T	(232)	(238)	(+6)

The proposed increase of $800,000 will be used to provide the additional forest development practices necessary to implement plans established in accordance with the new O&C Timber Management Policy. The increase will provide capability to perform reforestation and site preparation on an additional 2,105 acres of forest land.

Workload Measures	FY 1985 Base	FY 1985	Difference
Studies and research (#)	37	37	---
Environmental analysis (#)	78	78	---
Tree planting (acres)	28,695	30,800	+2,105
Seedling procurement (million trees)	22.8	22.8	---
Seed procurement (lbs)	Unknown	Unknown	---
Land treatment (acres - includes site preparation, stocking maintenance, protection and release)	40,695	42,800	+2,105
Stand improvement (acres - includes pre-commercial thinning and fertilization)	34,400	34,400	---
Inventory (acres - post treatment surveys)	130,000	130,000	---

Distribution of change by object class

The object class detail for the proposed increase of $800,000 is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	7	+6	$110,000
Full-Time Equivalent-Total		+6	$110,000
Personnel benefits			13,000
Other Services			677,000
Total			$800,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(dollar amounts in thousands)

Program Elements		FY 1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimated	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from base
1) BLM	$	2,940	2,940	3,640	+700	+700
	(FTE-T)	(18)	(18)	(18)	(---)	(---)
2) Forest Service	$	80	---	---	-80	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	3,020	2,940	3,640	+620	+700
	(FTE-T)	(18)	(18)	(18)	(---)	(---)

Objectives

The objectives of the Timber Protection Program are:

- Protect the approximately 2 1/2 million acres of western Oregon lands from fire, and
- Provide hazard reduction and prescribed fire support for O&C timber production.

Base program

The base program of $2,940,000 and 18 FTE-T will include continuing contract protection on 2,376,000 acres at a cost of $1,782,000 (75 cents per acre) with the attendant contract administration activities and provides for slash disposal and prescribed burning on approximately 15,000 acres of cut-over land.

Fire protection for all lands under BLM jurisdiction in western Oregon is provided by the Oregon State Department of Forestry. The existence of the highly effective state protection organization has made it unnecessary for BLM to build and maintain a fire suppression organization in western Oregon.

The historical 5-year average:

- 34 human-caused fires annually
- 38 lightning-caused fires annually
- 1,232 acres burned annually
- 357 total fires for the past 5 years

Prescribed burning is used to eliminate logging slash from recently cutover areas and to convert brush fields into potential timber stands. The advantages of prescribed burning are as follows:

- Allows a prompt regeneration schedule.
- Contributes to a cost-effective reforestation program. (Reduces number of surplus seedlings and the amount of replanting to achieve stocking standards.)
- Makes more planting sites physically available, resulting in more uniform stocking and higher productivity of wood fiber per acre.
- Inhibits the initial growth of competing vegetation, giving planted trees a growth advantage, and reduces the need for herbicides.
- Provides cost-effective means for physically removing noncommercial brush and hardwood stands for conversion to stands of commercial conifers.
- Reduces fire protection costs through reduced fuel accumulations.

The requirement for prescribed burning is contained in the new generation of Forest Management Plans and is necessary to support the allowable cut levels.

Workload Measures	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	Increase(+) Decrease(-)
Slash Disposal (acres)	6,013	8,140	8,140	---
Prescribed Burns (acres)	4,860	7,910	7,910	---
Acres Protected (000 acres)	2,376	2,376	2,376	---

Increase for FY 1985

	FY 1985 Base	FY 1985 Estimate	Difference
$	2,940	3,640	+700
(FTE-T)	(18)	(18)	(---)

The program increase of $700,000 will be used to increase the level of prescribed burning in support of the timber management program and to accommodate an anticipated increase of $180,000 in the cost of the fire protection contract with the State of Oregon.

The proposed increase will provide for an increase in prescribed burning from 7,910 acres to 11,730 acres. Other means of slash disposal will increase from 8,140 acres to 9,873 acres.

Workload Measures	FY 1985 Base	FY 1985 Estimate	Difference
Slash Disposal (acres)	8,140	9,873	+1,733
Prescribed Burns (acres)	7,910	11,730	+3,820
Acres Protected (000 acres)	2,376	2,376	---

Distribution of change by object class

The object class detail for the proposed increase of $700,000 is as follows:

Other services	$700,000

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc. (+) Dec. (-) from Base
Range Management	$	228	228	228	---	---
	(FTE-T)	(4)	(4)	(4)	(---)	(---)
Recreation Management	$	581	581	581	---	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)
Soil, Water, and Air Management	$	672	672	672	---	---
	(FTE-T)	(15)	(15)	(15)	(---)	(---)
Wildlife Management	$	690	690	690	---	---
	(FTE-T)	(20)	(20)	(20)	(---)	(--)
Total Requirement	$	2,171	2,171	2,171	---	---
	(FTE-T)	(55)	(55)	(55)	(---)	(---)

RANGE MANAGEMENT

Objectives

Major objectives of the Range Management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation related resource management goals and objectives on western Oregon land.

If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence these plants have on the establishment of tree seedlings is reduced. Grazing, therefore, can have positive effects on timber production if properly managed. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, authorizing grazing use results in harvesting a renewable resource that would otherwise go unused.

Base program

Base level funding and the proposed level in FY 1985 are $228,000 and 4 FTE-T. This program provides for grazing administration on O&C lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease for grazing purposes O&C lands, which may be so used without interfering with the production of timber or other purposes specified in the O&C Act. There are 138 grazing leases issued in western Oregon for 18,974 animal unit months (AUM's) of forage on O&C lands. The Range Management program consists primarily of authorizing and issuing grazing

leases, collecting fees, and providing necessary range use supervision and trespass control. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well blocked lands coordinated resource management plans have been developed, and needed management facilitating projects constructed. In addition, range studies have been established and are periodically reviewed and evaluated to determine the effectiveness of management.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young tree seedlings.

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base
Final EIS (#)	1	---	---
Allotment management plans prepared (#)	7	7	7
Inventory (000 acres)	10	10	10
Allotments monitored (#)	50	50	50
Leases issued (#)	135	135	135
Lease adjustments	6	6	6
Allotments supervised	83	83	83

RECREATION MANAGEMENT

Objectives

The major objectives of the recreation management program are shown below:

- Provide recreation opportunities, visitor services/information and protection of high priority Special Recreation Management Areas, including the Rogue National Wild and Scenic River, Pacific Crest National Scenic Trail, Rogue River National Recreation Trail, and five major recreation facility development areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun).

- Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements.

- Improve program cost effectiveness through the use of volunteer programs and coordination-cooperation with State, county and local recreation agencies and organizations.

° Ensure that all O&C projects are in compliance with Section 106 of the National Historical Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural resources are given full consideration in all land use planning and management decisions.

Base program

Base funding is $581,000 and 16 FTE-T, which is the same as the FY 1985 level. The timber sale program is operated under the O&C Act which directs that the lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a range of recreation opportunities from highly developed campground/ picnic areas to dispersed recreation use areas, the program involves managing some three million visits annually to 17 Special Recreation Management Areas and 22 Extensive Recreation Management Areas.

The O&C Forest Policy directs that high public recreational site values may be protected through the limitation or exclusion of timber harvest. The policy further directs that scenic quality in areas of important visual values be protected and maintained, including scenic values in Visual Resource Management Classes I, II, and III.

Section 106 of the National Historic Preservation Act of 1966 directs all Federal agencies to take into account the effects of their actions on properties included in or eligible for inclusion in the National Register of Historic Places and affords opportunities for the Advisory Council on Historic Preservation to comment on proposed actions and their effects. Executive Order No. 11593 directs all Federal agencies to inventory their cultural resources, to submit to the National Register of Historic Places all qualified sites meeting the criteria, and to protect all nominated sites. The BLM is a party to an agreement among the National Park Service, the U.S. Forest Service, and the Pacific Northwest Experiment Station, to participate in a program to identify, protect, and manage Research Natural Areas.

The primary benefits of the recreation management program are as follows:

- Providing a range of public recreation opportunities from highly developed facilities to dispersed activities consistent with intensive forest management objectives, including management of Congressionally legislated areas. Through interpretive techniques, management of recreation use occurring on O&C timber lands provides a basis for greater public understanding and acceptance of intensive timber management.

- Protection of highly sensitive visual resource values consistent with intensive timber management activities.

- Preservation and management of archaeological and historic nonrenewable resources.

- Allowing forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals.

- Provision of appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

° Provide management with specific on-site soil/water information, soil capabilities, suitabilities, behavior and use limitations.

° Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality.

° Support forest management programs with information on air quality, climatology and meteorology.

° Monitor air quality (i.e., acid rain, visibility) and evaluate to ensure Bureau activities and non-Bureau activities are not negatively impacting air quality related values.

° Take necessary actions to ensure activities are in compliance with national and state laws and regulations.

Base program

Base level funding is $672,000 and 15 FTE-T. No change is proposed for FY 1985. This program is operated in fulfillment of provisions of the O&C Act which requires lands to be managed for, among other things, permanent forest production, protection of watersheds, and regulating stream flow. The Federal Clean Water Act and the Clean Air Act give Federal land managers the responsibility for protection of soil, air and water quality on Federal lands. Executive Order 12088 on Federal Compliance with Pollution Control Standards, requires the Bureau to comply with air and water quality standards of the states. The Bureau is actively involved in state programs for smoke management, monitoring for acid rain, and non-point water quality problem area identification and monitoring.

Direct support of the forest management program is provided as follows:

1. Soil scientists work with forestry personnel in laying out timber sale areas so that soil resources are protected during and after timber harvesting.

2. Soil scientists conduct field studies to find means of increasing or maintaining soil productivity in reforestation work, such as:
   --fertilizer application to the highest responding stands.
   --ameliorate effects of soil compaction.
   --biological means of maintaining soil nitrogen content.
   --on-site evaluations of landslide potential.
   --vegetative control of erosion from disturbed areas.

3. Hydrologists provide direct application of hydrologic knowledge to specific situations in on-going and proposed development and management programs including:

a. On-site investigation, interpretations and analyses to determine hydrologic hazards and risks to aid in development of timber management plans.

b. Identification of sensitive areas and the recommendation of measures to prevent or mitigate undesirable impacts on the water resource, including groundwaters, aquifers, and streams.

c. Determination of the effect of timber harvesting on quality, timing and volume of water flow.

d. Prediction of peak flows and duration in relation to road construction improvements; assistance in development of recommendations on revegetation; assistance in determination of drainage and other treatment practices; and monitoring for effects on water quality control.

e. Technical expertise to monitor pesticides application program.

The benefits of the program accrue mainly to the resources and include:

1. Maintaining and increasing the soil's capabilities to produce wood.

2. Ensurance that timber sale plans and sites are in compliance with relevant laws and regulations.

3. Maintaining site productivity through on-site water management design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife Habitat Management program are:

° Complete, during FY 1985, wildlife habitat inventory and monitoring essential to resolving resource allocation issues previously identified. This includes cooperation with state and Federal agencies as well as providing for public involvement.

° Comply with the statutory requirements of the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within 4 months of the initial determination that a proposed action may affect a T/E species.

° Comply with the statutory requirements of Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within 6 months of initial determination that an action may affect a T/E species.

° Comply with the statutory requirements of the ESA to further recovery of presently listed T/E species.

CAPITAL FUND IMPROVEMENTS DEPOSITS & FORFEITURES PERMANENT APPROPRIATIONS

° Comply with EO 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within 4 months of the initial determination that a proposed action may affect wetland or riparian habitat.

Base program

Base level funding is $690,000 and 20 FTE-T, which is the proposed level for FY 1985. The FY 1985 program implements the wildlife habitat management program policy, which is to maintain and improve wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species on public lands, and to protect and provide the opportunity to delist T/E plant and animal species occurring on the public lands including O&C and CBWR lands in Western Oregon.

Types of Wildlife Habitat on the O&C Public Lands

Habitat Type	Acres (000)	Miles (000)
Terrestrial	2,226	--
Aquatic	--	12
Wetland	156	--
Lakes and Reservoirs	3	--
Total	2,385	12

The wildlife program in Western Oregon functions mainly in support of the timber management program -- a dominant use resource program as provided by the O&C Act. Biologists/botanists serve as part of the interdisciplinary teams to ensure compliance with National Environmental Policy Act (NEPA) requirements on all proposed actions in Western Oregon.

The wildlife program provides a link for interagency coordination with other Federal and state agencies on wildlife matters. BLM biologists/botanists have actively participated in the state's Coho Salmon Enhancement Program through stream improvement. This support of the anadromous fisheries program, especially in western Oregon, has been well received by the O&C counties and by sports and commercial fishermen. Types of habitat improvement projects include: stream clearance (logjam removal), nest box placement, brush removal, placement of instream structures, improvement of fish passage over impassible obstructions, and other projects. Most aquatic habitat improvement projects have been directed toward improving production of anadromous fish.

Benefits of the wildlife management program include providing support to other BLM programs, providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public, and aiding the economy of western Oregon. The wildlife program provides the timber management program with the required biological and ecological support to ensure compliance with various Federal laws such as the ESA, Sikes Act, NEPA, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders. BLM biologists conduct inventories to identify and quantify habitat (terrestrial, aquatic, wetland, and T/E species) into various condition classes. Wildlife habitat rated in poor to fair condition is recommended for priority habitat improvement in association with other land management practices.

BUREAU OF LAND MANAGEMENT
Analysis by Subactivity

Activity: Oregon and California Planning and Data Management

(dollars in thousands)

Subactivity	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-) FY 1985 Estimate Over 1985 Base
Planning	$250	$97	$97	$97	$97	-----
Data Management	209	214	214	214	214	-----
TOTAL	$459	$311	$311	$311	$311	-----

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Total Requirements	$	97	97	97	---	---
	(FTE-T)	(2)	(2)	(2)	(---)	(---)

Objectives

The major objectives for the planning program in Western Oregon are to:

- Develop land use plans which allocate both land and timber resources and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with state and local land use and resource management plans, programs, and policies.

- Adjust land use allocation and management direction through land use plan amendments responding to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles.

- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input.

- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base program

Base funding is $97,000 and 2 FTE-T. No change is proposed for FY 1985. Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands. Current efforts have been influenced by the NRDC court case and resultant court order. FY 1982 was the last year for major land use plan revisions in response to that order. Continuation of the policy for decadal allowable cut recalculation will bring the cycle back into play in FY 1988 according to the current schedules.

BLM regulations for land use planning and resolution of resource issues require a full interdisciplinary team for almost the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public perspectives on planning issues and usually requires skills and expertise in: forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management,

archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate state office staff specialists are involved in the selection of the preferred alternative and the State Director must concur with the final decision.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

Plan Name	Plan Status	(Resource Mgmt. Plans)	EIS Status
Westside Salem*	MFP completed 1979	Approximately 1989	Final 1981 (Timber)
Eastside Salem*	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Eugene*	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Roseburg*	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Josephine	MFP completed 1978		Final 1979 (Timber)
Jackson/Klamath	MFP completed 1977	Combined Plan 1988	Final 1978 (Timber)
	Range Revision 1982		Final 1983 (Range)
Southcoast/Curry	MFP completed 1979	Approximately 1989	Final 1981 (Timber)

* Indicates plans impacted by new O&C Timber Management Policy.

FY 1985 planning efforts involve maintenance of the lastest round of MFP completions.

Activity Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Total requirements	$	214	214	214	---	---
	(FTE-T)	(2)	(2)	(2)	(---)	(---)

Objective

The objective of the data management program is to provide for the continued development of an information system to operate, coordinate, and control a large volume data base in an effective and efficient manner to support the O&C management program in western Oregon.

Base program

Base funding is $214,000 and 2 FTE-T. No change is proposed for FY 1985. Several data bases are being maintained on a variety of computers in support of resource management. The majority of these data bases relate directly to timber sales.

Forest inventory and associated data are maintained and analyzed for growth, yield, age and stocking, and subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for two BLM orchards including progeny plantations. Data are maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict value and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The use and retrieval of the data is charged to the benefiting subactivity (Forest Management) while the storage and maintenance of data is funded by the Data Management Program.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- Inventory Foresters, Silviculturalists, Geneticists, Biometricians, and Timber Appraisal Specialists. Second is the ADP technical expertise -- Programmers, Computer Specialists, and Systems Analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)	400,000	80-character records

Bureau of Land Management

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

		1985 Base		1985 Estimate		Inc.(+) or Dec.(-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	846	21,589	852	21,699	+6	+110
11.3	Positions other than permanent 1/.....	118	1,700	118	1,700	---	---
11.5	Other personnel compensation	---	661	---	661	---	---
	Total personnel compensation	964	23,950	970	24,060	+6	+110
	Other Objects						
12.1	Personnel benefits		2,874		2,887		+13
21.0	Travel & transportation of persons		261		261		---
22.0	Transportation of things		2,726		2,726		---
23.2	Other rent, comm., and utilities		170		170		---
24.0	Printing and reproduction		27		27		---
25.0	Other services		8,783		10,160		+1,377
26.0	Supplies and materials		1,002		1,002		---
32.0	Lands and structures		9,088		9,088		---
42.0	Insurance claims and indemnities		---		---		---
	Total Requirements		48,881		50,381		+1,500

1/ FTE-OTP = FTE-T (-) FTE-P

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT A-11-32A

OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

14-1116-0-1-302

		83	84	85
Program by activities:				
1.	Construction and acquisition...	1,104	1,011	511
2.	Maintenance.....	5,105	4,203	4,043
3.	Renewable resource management...	50,952	46,011	45,516
4.	Planning and data management....	459	311	311
10.00	Total obligations.....	57,620	51,536	50,381
Financing:				
21.40	Unobligated balance available, start of year.....	-4,494	-4,494	-4,494
23.40	Unobligated balance, transferred to other accounts.....	---	---	1,236
24.40	Unobligated balance, end of year	4,494	4,494	3,258
39.00	Budget authority (appropriation)	57,620	51,536	50,381
Budget authority:				
40.00	Appropriation.....	57,620	51,536	50,381
Relation of obligations to outlays:				
71.00	Obligations incurred, net.....	57,620	51,536	50,381
72.40	Obligated balance, start of year	8,361	11,630	14,156
74.40	Obligated balance, end of year..	-11,630	-14,156	-16,625
90.00	Outlays, excluding pay raise supplemental.....	54,351	49,010	47,912

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

14-1116-0-1-302	83	84	85
BUREAU OF LAND MANAGEMENT			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	23,101	21,589	21,699
11.3 Other than full-time permanent	1,784	1,700	1,700
11.5 Other personnel compensation	691	661	661
11.9 Total personnel compensation	25,576	23,950	24,060
12.1 Personnel benefits: Civilian	3,069	2,874	2,887
21.0 Travel and transportation of persons	264	261	261
22.0 Transportation of things	2,726	2,726	2,726
23.2 Communications, Utilities and other rent	170	170	170
24.0 Printing and reproduction	66	27	27
25.0 Other services	6,448	8,683	10,060
26.0 Supplies and materials	1,156	1,002	1,002
31.0 Equipment	---	---	---
32.0 Lands and structures	8,161	8,788	8,788
99.0 Total obligations, Bureau of Land Management	47,636	48,481	49,981

OREGON AND CALIFORNIA GRANT LANDS (Cont'd)
Object Classification (in thousands of dollars)

14-1116-0-1-302		83	84	85
	ALLOCATION ACCOUNTS			
	Personnel Compensation:			
11.1	Full-time permanent.....	816	---	---
11.3	Other than full-time permanent.	458	---	---
11.5	Other personnel compensation...	129	---	---
11.9	Total personnel compensation.	1,403	---	---
12.1	Personnel benefits: Civilian....	133	---	---
21.0	Travel and transportation of persons	35	---	---
22.0	Transportation of things.....	41	---	---
23.2	Communications, Utilities and other rent.....	174	---	---
24.0	Printing and reproduction	29	---	---
25.0	Other services	1,050	1,362	100
26.0	Supplies and materials	156	---	---
31.0	Equipment.....	17	---	---
32.0	Lands and structures	6,900	1,693	300
42.0	Insurance claims and indemnities	46	---	---
99.0	Subtotal, allocation accounts.	9,984	3,055	400
99.9	Total obligations.....	57,620	51,536	50,381
	Obligations are distributed as follows:			
	Interior-Bureau of Land Management....	47,636	48,481	49,981
	Agriculture-Forest Service.....	9,384	2,655	---
	Transportation-Federal Highway Administration.....	600	400	400

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

14-1116-0-1-302

	83	84	85
BUREAU OF LAND MANAGEMENT:			
Total number of full-time permanent positions	906	857	863
Total compensable workyears:			
Full-time equivalent employment	1,018	964	970
Full-time equivalent of overtime and holiday hours	27	27	27
ALLOCATION ACCOUNTS:			
Total number of full-time permanent positions	49	---	---
Total compensable workyears:			
Full-time equivalent employment	57	---	---

IMPROVEMENTS

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Range Improvements
(14-5132-0-2-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	11,199	10,000	10,000	10,000
Outlays	11,199	9,750	9,750	9,750
FTE/Total	175	160	160	160

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	10,000	10,000	10,000	10,000	10,000
Current Policy	10,000	10,000	10,000	10,000	10,000
Outlays:					
Agency Request	9,750	9,750	9,750	9,750	9,750
Current Policy	9,750	9,750	9,750	9,750	9,750

BLM-304

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used to construct structures and implement practices or treatments to rehabilitate, protect, or improve the public range lands.

The Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1901) Section 6(b) provided the following amendment: "The second sentence of section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) is hereby amended by adding the words "or $10,000,000 per annum, whichever is greater" after the words "50 per centum ....." This amendment provides that the appropriation will be 50 percent of the receipts collected the previous year or $10,000,000, whichever is greater. PRIA established a grazing fee formula which took effect on March 1, 1979. PRIA also restricted annual fee increases or decreases to 25 percent of the previous year's fee. The FY 1981 grazing fee was $2.31 per animal unit month (AUM). The fee was reduced 45 cents per AUM in FY 1982 to $1.86 and 46 cents in FY 1983 to $1.40 per AUM under the formula established by Congress. Based on incomplete data, the FY 1984 fee, which will determine the FY 1985 Range Improvements appropriation, is presently estimated to remain at $1.40 per AUM. As a consequence, the 50 percent of receipts from grazing on public lands and from grazing and mineral leasing on Bankhead-Jones lands, which go into this appropriation, is expected to generate only $8,604,000 for this appropriation in FY 1984 and $8,285,000 in 1985. Because of the PRIA amendment, however, the Range Improvements appropriation shall not be less than $10,000,000 regardless of receipts. The Range Improvements appropriation, therefore, will decrease from $11.2 million in FY 1983 to $10 million in FY 1984 and remain at the $10.0 million level in FY 1985.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Range Improvements

For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976, (43 U.S.C. 1701), sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Backhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses.

but not less than $10,000,000 (43 U.S.C. 1901),

(H.R. 3363, making appropriations for the Department of the Interior and Related Agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Range Improvements

Addition: ,"but not less than $10,000,000 (43 U.S.C. 1901),"

This change reflects the language in the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1901). Section 6(b) of PRIA amended the Federal Land Policy and Management Act (FLPMA) of 1976 (43 U.S.C. 1701) by specifying that the Range Improvements appropriation was not to be less than $10,000,000 regardless of grazing fee receipts. Since passage of PRIA, this provision has not been important, because grazing fee receipts have been sufficient to assure an annual appropriation in excess of $10,000,000. In FY 1984 and 1985, however, under the formula established by Congress, receipts which go into this appropriation will amount to only $8,604,000. The appropriation language change is needed to be consistent with FLPMA, as amended by PRIA, and to ensure the proper authorization for expending the $10,000,000 requested in this budget.

Appropriation Language Citations

Appropriation: Range Improvements

Appropriation language and citations:

1. For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701)

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. Sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C 315, et seq.)

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181d) and on lands in National Forests in the eleven contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. But not less than $10,000,000 (43 U.S.C. 1901)

43 U.S.C. 1901

43 U.S.C. 1901 amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or $10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. And the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended.

7 U.S.C. 1010
E.O. 10046; 10175; 10234; 10322; 10787; 10890,
30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization, in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commerical enterprises.

Executive Orders 10046, et al. provide that the jurisdiction by the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. Provided, That not to exceed $600,000 shall be available for administrative expenses.

H.R. 3363

H.R. 3363, which is the FY 1984 Appropriations Bill for the Department of the Interior and Related Agencies, provides for a maximum of $600,000 to be available for administrative expenses.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Range Improvements

(Dollar amounts in thousands)

Summary of adjustments to base:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984	---	---	160	10,000
Adjustments to base and built-in changes	---	---		
1985 Base			160	10,000

BLM-310

Comparison by activity:	1983 Actual FTE-T	1983 Actual Amount	1984 Approp. Enacted to Date FTE-T	1984 Approp. Enacted to Date Amount	1985 Base FTE-T	1985 Base Amount	1985 Estimate FTE-T	1985 Estimate Amount	Inc.(+)/Dec.(-) from 1984 Approp. FTE-T	Inc.(+)/Dec.(-) from 1984 Approp. Amount	Inc.(+)/Dec.(-) from 1985 Base FTE-T	Inc.(+)/Dec.(-) from 1985 Base Amount
1. Range Improvements												
A. Public Lands	162	9,390	150	8,550	150	8,550	150	8,550	---	---	---	---
B. Farm Tenant Act (LU) Lands	13	1,209	10	850	10	850	10	850	---	---	---	---
C. Administrative Expenses	---	600	---	600	---	600	---	600	---	---	---	---
Total Requirements	175	11,199	160	10,000	160	10,000	160	10,000	---	---	---	---

Justification of Program and Performance

Activity: Range Improvements

(dollar amounts in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Public Lands	$	8,550	8,550	8,550	---	---
	(FTE-T)	(150)	(150)	(150)	(---)	(---)
Farm Tenant Act (LU) Lands	$	850	850	850	---	---
	(FTE-T)	(10)	(10)	(10)	(---)	(---)
Administrative Expenses	$	600	600	600	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	10,000	10,000	10,000	---	---
	(FTE-T)	(160)	(160)	(160)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides that fifty percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administration activities such as issuing improvement permits are funded in the Grazing Management or other appropriate program elements in the "Management of Lands and Resources" Appropriation.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objectives

The objective of the Range Improvements Appropriation is to rehabilitate, protect, and improve rangeland conditions through seeding and reseeding, soil and vegetation treatments, fence construction, weed control, and water development.

Base program

Base funding for the Range Improvements Appropriation is $10,000,000 and 160 FTE-T.

This appropriation finances three activities: (1) improvements to public lands, (2) improvements to lands acquired under the Bankhead-Jones Farm Tenant Act (except for the land status, the first two activities are alike both in objectives and in work accomplished), and (3) a specified amount for administrative expenses.

Appropriations are provided in indefinite amounts equal to 50 percent of the grazing receipts from the previous year. However, passage of the Public Rangelands Improvement Act (PRIA) of 1978 (P.L. 95-514) provided for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, for the Range Improvements Appropriation. Half of the Range Improvements Appropriation must be used in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. These funds are used to make on-the-ground improvements to implement grazing management systems, wildlife habitat management systems, and watershed improvement practices.

In 1982, BLM established a new policy on the distribution and use of Range Improvements funds. All of the appropriation will be distributed to the districts from which the fees were collected and, by the end of FY 1984, the Range Improvements account will be used exclusively for costs related to on-the-ground development and project survey and design. Other expenses associated with placing improvements on-the-ground (such as contracting, typing, filing, and environmental analysis) will be borne by the Grazing

Management program or other appropriate resource program in the "Management of Lands and Resources" (MLR) Appropriation. At the same time, the livestock operator will be responsible for most of the maintenance of existing and future livestock benefiting improvement structures regardless of whether the United States paid for the improvement initially. This reduces the need to fund maintenance of improvements in the Grazing Management program of the MLR Appropriation and will eliminate maintenance as a use of the Range Improvements Appropriation. Non-structural improvements such as land treatments will still be maintained by BLM using MLR funding.

A decrease of $1,199,000 is estimated for FY 1984 because of expected lower grazing fees. The grazing fee of $1.86 per animal unit month (AUM) in 1982 will decrease to $1.40 per AUM in the 1983 grazing year based on the fee formula established by Congress due to decreases in beef cattle prices and private land lease rates and increases in costs of production. Based on preliminary data the fee is expected to remain the same in FY 1984 ($1.40 per AUM). If based entirely upon the estimated grazing receipts available for Range Improvements, there would be only $8,604,000 in this appropriation in FY 1984 and $8,285,000 in 1985. However, PRIA amended FLPMA to provide for a minimum appropriation of $10,000,000. The Public Rangelands Improvement Act of 1978 (PRIA) established the grazing fee formula on a seven-year trial basis for the grazing fee years 1979 and 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. The study includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as require by PRIA.

There will be no change in outputs between FY 1984 and 1985, as indicated on the following table:

Workload Measure	FY 1983 Actual	FY 1984 Approp.	FY 1985 Base	FY 1985 Estimate	Increase (+) or Decrease (-)
Projects Surveyed and Designed (#)	1,315	1,300	1,300	1,300	---
Structural Developments					
Water facilities (#)	930	815	815	815	---
Fence (miles)	740	605	605	605	---
Cattleguards Installed (#)	105	100	100	100	---
Non-structural Developments					
Land treatments (#)	245	195	195	195	---
Weed control (acres)	18,850	18,850	18,850	18,850	---

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

		1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation						
11.1	Permanent positions-FTE-P	128	3,253	128	3,253	---	---
11.3	Positions other than permanent 1/	32	460	32	460	---	---
11.5	Other personnel compensation	---	90	---	90	---	---
	Total personnel compensation	160	3,803	160	3,803	---	---
	Other Objects						
12.1	Personnel benefits		456		456		---
21.0	Travel and transportation of persons		153		153		---
22.0	Transportation of things		710		710		---
23.2	Other rent, communications, and utilities		12		12		---
25.0	Other services		1,300		1,300		---
26.0	Supplies and materials		1,669		1,669		---
31.0	Equipment		324		324		---
32.0	Lands and structures		1,573		1,573		---
	Total requirements		10,000		10,000		---

1/ FTE-OTP = FTE-T (-) FTE-P

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Amounts Available for Appropriation (in thousands of dollars)

14-5132-0-2-302	83	84	85
Unappropriated balance, start of year..	11,652	5,936	3,202
Collections (offsetting receipts).....	15,708	14,929	14,929
Transferred to general fund receipts...	-6,705	-5,029	-4,759
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,356	-1,021	-1,005
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-2,164	-1,613	-1,529
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	---	---	---
Total available for appropriation...	17,135	13,202	10,838
Appropriation.....	-11,199	-10,000	-10,000
Unappropriated balance, end of year.. 1/	5,936	3,202	838

1/ Payments to States and the Range Improvements Fund are derived from statutory percentages of collections in the prior fiscal year.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

14-5132-0-2-302	83	84	85
Program by activities:			
1. Improvements to public lands....	11,349	9,804	8,550
3. Farm tenant act lands.....	1,250	1,100	850
3. Administrative expenses.....	600	600	600
10.00 Total obligations.....	13,199	11,504	10,000
Financing:			
21.40 Unobligated balance available, start of year.....	-3,504	-1,504	---
24.40 Unobligated balance available, end of year.....	1,504	---	---
40.00 Budget authority (appropriation) (indefinite, special fund)..	11,199	10,000	10,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net....	13,199	11,504	10,000
72.40 Obligated balance, start of year.....	2,193	4,193	5,947
74.40 Obligated balance, end of year	-4,193	-5,947	-6,197
90.00 Outlays.....	11,199	9,750	9,750

RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

14-5132-0-2-302	83	84	85
Personnel compensation:			
11.1 Full-time permanent.....	3,466	3,253	3,253
11.3 Other than full-time permanent.	492	460	460
11.5 Other personnel compensation...	90	90	90
11.9 Total personnel compensation	4,048	3,803	3,803
12.1 Personnel benefits: Civilian...	485	456	456
21.0 Travel and transportation of persons.....	165	153	153
22.0 Transportation of things.....	720	710	710
23.2 Communications, utilities, and other rent.....	12	12	12
25.0 Other services.....	1,580	1,300	1,300
26.0 Supplies and materials.....	1,775	1,669	1,669
31.0 Equipment.....	345	324	324
32.0 Lands and structures.....	4,069	3,077	1,573
99.9 Total obligations.....	13,199	11,504	10,000

RANGE IMPROVEMENTS
Personnel Summary

14-5132-0-2-302	83	84	85
Total number of full-time permanent positions	156	142	142
Total compensable workyears:			
Full-time equivalent employment	175	160	160
Full-time equivalent of over-time and holiday hours	4	4	4

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Services Charges, Deposits, and Forfeitures
(14-5017-0-2-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	5,000	8,700	9,075	13,750
Outlays	4,950	8,200	8,575	13,200
FTE/Total	110	190	190	207

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	9,075	9,075	9,075	9,075	9,075
Current Policy	13,750	14,122	14,494	14,879	15,287
Outlays:					
Agency Request	8,575	8,575	8,575	8,575	8,575
Current Policy	13,200	13,557	13,914	14,284	14,676

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the costs of specific activities by making certain deposits (service charges, performance bonds, damage collections and other fund sources) immediately available to BLM. As established pursuant to the Federal Land Policy and Management Act of 1976, the account provides management flexibility and ensures the immediate availability of funds for activities such as right-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of right-of-way applications, which are by far the largest activity in the appropriation.

In FY 1985 a few oil and gas pipeline right-of-way permits will be issued under Title I of the 1973 Amendments to the Mineral Leasing Act of 1920. That title provides authority to the Secretary of the Interior to process and issue permits of oil and gas pipeline rights-of-way which cross lands administered by two or more Federal agencies.

Processing applications and monitoring construction and operations for about 50 right-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plant, and water delivery systems will also continue.

In addition to right-of-way processing, repair of damaged lands, and BLM's Adoption and Sale of Wild Horses and Burros, this appropriation finances certain costs for miscellaneous cost recoverable realty cases. Funding of both energyrelated and nonenergy related rights-of-way which are estimated to cost less than $5,000 to process and for which processing costs are reimbursed to this appropriation through a fee schedule also continues. Approximately $2,500,000 of energy rights-of-way and $1,000,000 of nonenergy rights-of-way will be funded in this manner.

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation and damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended:

Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated [hereby] under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated [hereby] under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976 (43 U.S.C. 1737(c)), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976: Provided further, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. § 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. § 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement.

(H.R. 3363, making appropriations for the Department of the Interior and Related Agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Service Charges, Deposits, and Forfeitures

1. Add the Underscored language: "Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated [hereby] under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated [hereby] under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976 (43 U.S.C. 1737(c)),

The first two new language provisions in BLM's Service Charges, Deposits and Forfeitures appropriation respond to a recent ruling to consolidated appeals in Nevada Power Co., el al. v. U.S. (Tenth Circuit, June 16, 1983). The Tenth Circuit ruled that the Secretary of the Interior must consider all factors listed in section 304(b) of the Federal Land Policy and Management Act (FLPMA), 43 U.S. 11734(b), in determining whether costs carges to applicants for special benefits are reasonable.

The language is being added to clarify our intent that the Secretary collect the full, actual cost of processing these applications without regard to other factors listed in section 304(b). Except for donated lands, only those funds collected from applicants and deposited in the section 304(b) revolving fund account may be expended for the purpose of processing applications. As exception is provided for those applications, relatively inexpensie to process, which are subject to a fixed schedule of fees or charges set by regulation,. BLM may continue to use funds appropriated elsewhere in this Act to process those applications.

2. Although no specific language change is proposed at this time, the FY 1985 Budget Estimates includes the assumption that authority will be granted to BLM to sell excess wild horses and burros for which there is no adoption demand. Legislation has been introduced in Congress (S. 457 and H.R. 1675) which would grant sale authority. If legislation is enacted, specific appropriation language will be proposed. In the interim, a crosswalk is included to change the activity name, and funds received from sales are included in the appropriation request.

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Fofeitures

Appropriation language and citations:

1. For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

43 U.S.C. 1719(c)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1764(g)
and
P.L. 93-153 Sec. 101
P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of Administrative costs and that the "moneys paid . . . . for Administrative costs . . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys....shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . .or in contract involving present or potential damange to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended.."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees as rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

P.L. 93-153 Sec. 101 and 203 amends section 28 of the Mineral Leasing Act of 1920 and authorizes a Trans-Alaska oil pipeline and provides for reimbursement of costs pursuant to issuance of the right-of-way.

2. "Provided, That pursuant to this act and hereafter, and except with respect to thos applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976 (43 U.S.C. 1737(c)), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976:

43 U.S.C. 1734(a) (b)

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1735(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys. . . .shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1737

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes. . . .Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

3. Provided further, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. § 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. § 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement.

43 U.S.C. 1735(a) (c)

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . .or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and appropriated and made available until expended.."

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1984 Estimate
(in thousands of dollars)

Format of Fiscal 1984 Congressional Budget Submission		Format of Fiscal 1985 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1984 Estimate	Appropriation/Activity/Subactivity	Amount 1984 Estimate
2. Adopt-a-Horse Program	1,200	2. Adoption and Sale of Wild Horses and Burros	1,200

BLM-327

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1985 Request
(in thousands of dollars)

Format of Fiscal 1984 Congressional Budget Submission		Format of Fiscal 1985 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1985 Request	Appropriation/Activity/Subactivity	Amount 1985 Request
Service Charges, Deposits, and Forfeitures		Service Charges, Deposits, and Forfeitures	
2. Adopt-a-Horse Program	1,575	2. Adoption and Sale of Wild Horses and Burros	1,575

BLM-328

Justification for Proposed Change to BLM Activity/Subactivity Structure:

Service Charges, Deposits and Forfeitures:

Adoption and Sale of Wild Horse and Burros: The request is based on the assumption that sale authority will be granted to BLM to dispose of excess wild horses and burros for which no adoption exists. The new activity structure reflects that change in authority.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Service Charges, Deposits, and Forfeitures

(Dollar amounts in thousands)

Summary of adjustments to base:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984 1/			190	8,700
Adjustments to base and built-in changes:			---	---
1985 Base			190	8,700

Comparison by activity:	1983 Actual FTE-T	1983 Actual Amount	1984 Appropriation 1/ Enacted to Date FTE-T	1984 Appropriation 1/ Enacted to Date Amount	1985 Base FTE-T	1985 Base Amount	1985 Request 1/ FTE-T	1985 Request 1/ Amount	Inc.(+)/Dec.(-) From 1984 Approp. FTE-T	Inc.(+)/Dec.(-) From 1984 Approp. Amount	Inc.(+)/Dec. From 1985 Ba FTE-T	Inc.(+)/Dec. From 1985 Ba Amou
Rights-of-Way Processing	108	3,000	188	6,500	188	6,500	188	6,500	---	---	---	--
Adoption and Sale of Wild Horses and Burros	---	1,150	---	1,200	---	1,200	---	1,575	---	+375	---	+37
Repair of Damaged Lands	1	770	1	850	1	850	1	850	---	---	---	--
Cost Recoverable Realty Cases	1	80	1	150	1	150	1	150	---	---	---	--
Total Requirements	110	5,000	190	8,700	190	8,700	190	9,075	---	+375	---	+37

BLM-330

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from performance bonds and deposits and from cost reimbursements.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(dollar amounts in thousands)

		FY 1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (-) Dec. (-) from Base
Total Requirements	$	6,500	6,500	6,500	---	---
	(FTE-T)	(188)	(188)	(188)	(---)	(---)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges, and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objective

The objectives of this activity are to facilitate production and transportation of domestic energy resources and to expedite the granting of nonenergy R/W's by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and permittees.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way permit and which facilitate processing, monitoring or termination of such are charged against the individual project.

Base program

The FY 1985 base and estimate funding level for the Rights-of-Way Processing program is $6,500,000 and 188 FTE-T.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analysis, environmental assessment, appraisals, permit issuance, and compliance monitoring. The base program consists of processing the major right-of-way applications (fee schedule category VI) listed below, some of which will cost more than $100,000 to process, and processing of energy related and nonenergy related rights-of-way which are determined to be in categories I thru V for which costs are reimbursed through a fee schedule. Funding for the costs of these types of rights-of-way began in FY 1984. The same level of funding to process approximately 900 nonenergy rights-of-way and 3,800 energy rights-of-way estimated in FY 1984, will continue in FY 1985.

Cost Recovery Fee Schedule VI Major Rights-of-Way Applications Processed	FY 1983 Actual	FY 1984 Approp.	FY 1985 Estimate	Increase (+) or Decrease (-)
Transmission Lines	17	10	10	---
Pipelines				
-Oil (includes Trans - Alaska Pipeline Surveillance)	12	9	9	---
-Gas Alaska Natural Gas Transportation Systems (ANGTS)	10	8	8	---
Powerplants	6	5	5	---
Coal slurry lines	1	1	1	---
Other (e.g., aerial tramways, wind plants, & reservoirs)	18	12	12	---
Total	64	45	45	---
Cost Recovery Fee Schedule I-V				
Energy R/W	---	3,800	3,800	---
Nonenergy R/W	---	900	900	---

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Adoption and Sale of Wild Horses and Burros

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) From 1984	Inc.(+) Dec.(-) From Base
Total Activity Requirements	$	1,200	1,200	1,575	+375	+375
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by P.L. 95-514 (PRIA), authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adoption and Sale of Wild Horses and Burros Program are to provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; to recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals; and to sell excess animals for which no adoption demand exists assuming proposed legislation is enacted by Congress before FY 1985.

Base program

BLM charges a fee for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited in this account.

Effective March 4, 1983, standard adoption fees paid to BLM by adopters of wild horses and burros were set at $125 for horses and $75 for burros. In addition, adopters must pay associated transportation costs, which average $40 per animal, from the preparation facility (usually a BLM-operated corral in the West) to the adoption point.

At the new adoption fee level, it is estimated that 6,100 horses and 1,650 burros will be adopted by BLM to qualified private cooperators in both FY 1984 and 1985, resulting in $1,200,000 in fees collected in this account.

The fees partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks on adopters; process title applications; and contract for the operation of adoption centers by private contractors.

The estimate of $1,200,000 in adoption fees collected in FY 1984 differs from the estimate of $1,150,000 in the FY 1984 Justifications. The FY 1984 Justifications were prepared on the assumption that adoptions fees for horses would be $200. The lower adoption fee of $125, which was implemented on March 4, 1983, is expected to increase the number of animals adopted. As a consequence, the amount of fees collected, which go into this indefinite account, will be slightly higher.

Legislation has been introduced into Congress (S. 457 and H.R. 1675) which would grant authority to BLM to sell excess wild horses and burros for which there is no adoption demand. Sale authority is desirable, and BLM supports the concept. It is assumed that sale authority will be available to BLM for FY 1985 and that the sale proceeds will be available for appropriation to further the objectives of the wild horses and burro management program. Refer to the narrative on Wild Horse and burro in the management of Lands and Resources appropriation.

The FY 1985 estimate of $1,200,000 is derived as follows:

Adoption fees plus transportation costs:			
6,100 horses	@ $165	=	$1,010,000
1,650 burros	@ $115	=	190,000
7,750	Subtotal		$1,200,000

Sales Revenues:			
1,880 horses	@ $196	=	$365,000
420 burros	@ $25	=	10,000
2,300	Subtotal		$375,000

TOTAL Adoption and Sales Revenues = $1,575,000

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	1,200	1,575	+375
(FTE-T)	(---)	(---)	(---)

It is estimated that with sale authority for wild horse and burros, proceeds will increase by $375,000.

Distribution of change by object class

The object class detail for the proposed increase of $375,000 is as follows:

Other Services	$375,000

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Repair of Damaged Lands

(dollar amounts in thousands)

		FY 1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	850	850	850	---	---
	(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1735 P.L. 94-579	The Federal Land Policy and Management Act of 1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1985 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of $850,000 is estimated for Fiscal Year 1985 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	150	150	150	---	---
	(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745, 1746, P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1985 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land; determining whether the land boundaries have changed due to riparian boundary changes; preparing the Riparian Specialist's report; and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

It is estimated that the same number of cases will be processed under this funding method in FY 1985 as in FY 1984.

* * *

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Service Charges, Deposits and Forfeitures

	FY 1985 Base		FY 1985 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel compensation						
11.1 Permanent positions - FTE-P	176	3,966	176	3,966	---	---
11.3 Positions other than permanent	14	337	14	337	---	---
11.5 Other personnel compensation	---	210	---	210	---	---
Total personnel compensation	190	4,513	190	4,513	---	---
Other Objects						
12.1 Personnel benefits		541		541		---
21.0 Travel and transportation of persons		450		450		---
22.0 Transportation of things		315		315		---
24.0 Printing and reproduction		427		427		---
25.0 Other services		2,237		2,612		+375
26.0 Supplies and materials		116		116		---
31.0 Equipment		101		101		---
Total requirements		8,700		9,075		+375

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

14-5017-0-2-302	83	84	85
Program by activities:			
1. Rights-of-way processing.....	3,000	6,500	6,500
2. Adoption and sale of Wild Horses and Burros.....	1,150	1,200	1,575
3. Repair of lands and facilities.	770	850	850
4. Cost recoverable realty cases..	80	150	150
10.0001 Total obligations	5,000	8,700	9,075
Financing:			
21.4001 Unobligated balance available, start of year.....	-2,169	-2,169	-2,169
24.4001 Unobligated balance available, end of year.....	2,169	2,169	2,169
40.0001 Budget authority (appropriation) (indefinite, special fund).....	5,000	8,700	9,075
Relation of obligations to outlays:			
71.0001 Obligations incurred, net.....	5,000	8,700	9,075
72.4001 Obligated balance, start of year.....	1,250	1,300	1,800
74.4001 Obligated balance, end of year..	-1,300	-1,800	-2,300
90.0001 Outlays.....	4,950	8,200	8,575

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

14-5017-0-2-302	83	84	85
Personnel compensation:			
11.101 Full-time permanent.....	2,987	3,966	3,966
11.301 Other than full-time permanent.	79	337	337
11.501 Other personnel compensation...	36	210	210
11.801 Special personnel service payments.....	8	---	---
11.901 Total personnel compensation...	3,110	4,513	4,513
Personnel benefits:			
12.101 Civilian	476	541	541
21.001 Travel and transportation of persons	167	450	450
22.001 Transportation of things.....	50	315	315
23.101 Standard level user charges....	50	---	---
24.001 Printing and reproduction	20	427	427
25.001 Other services	900	2,237	2,612
26.001 Supplies and materials	33	116	116
31.001 Equipment	4	101	101
32.001 Lands and structures	190	---	---
99.901 Total obligations	5,000	8,700	9,075

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

14-5017-0-2-302	83	84	85
Direct:			
Total number of full-time permanent positions	98	169	169
Total compensable workyears:			
Full-time equivalent employment	110	190	190
Full-time equivalent of overtime and holiday hours	3	3	3

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Miscellaneous Permanent Appropriations
(14-9921-0-2-999)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	552,351	54,011	68,087	69,504
Outlays	552,151	53,811	67,887	69,304
FTE/Total				

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	68,087	76,113	82,697	88,805	92,397
Current Policy	69,504	77,228	83,948	90,207	91,866
Outlays:					
Agency Request	67,887	75,913	82,497	88,605	92,197
Current Policy	69,304	77,028	83,748	90,007	91,666

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

This appropriation provides for sharing receipts that are collected from the sale, lease, or use of public lands and resources with states and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the states and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as main-line timber access roads in Western Oregon. The funds are permanently appropriated by statute and therefore do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to states (proceeds of sales)
6. Payments to states from grazing receipts, etc., public land outside grazing districts
7. Payments to states from grazing receipts, etc., public lands within grazing districts
8. Payments to states from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to states from receipts under the Mineral Leasing Act
10. Payments to counties, National Grasslands
11. Expenses, road maintenance deposits
12. Payments to Nevada from receipts on land sales
13. Payments from proceeds, Sale of Water

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Permanent Appropriations

(Dollar amounts in thousands)

Summary of adjustments to base:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984	---	---	---	54,011
Adjustments to base and built-in changes:				
1985 Base	---	---	---	54,011

Comparison by activities:	1983 Actual FTE-T	1983 Actual Amount	1984 Appropriation Enacted to Date FTE-T	1984 Appropriation Enacted to Date Amount	1985 Base FTE-T	1985 Base Amount	1985 Estimate 1/ FTE-T	1985 Estimate 1/ Amount	Inc.(+)/Dec.(-) from 1984 Approp. FTE-T	Inc.(+)/Dec.(-) from 1984 Approp. Amount	Inc.(+)/Dec.(-) from 1985 Base FTE-T	Inc.(+)/Dec.(-) from 1985 Base Amount
1. Leasing of grazing lands	--	1	--	--	--	--	--	1	--	+1	--	+1
2. Payments to Oklahoma (royalties)	--	6	--	1	--	1	--	1	--	--	--	--
3. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands	--	504	--	580	--	580	--	580	--	--	--	--
4. Payments to counties, Oregon and California grant lands	--	39,298	--	44,000	--	44,000	--	57,500	--	+13,500	--	+13,500
5. Payments to States (proceeds of sales)	--	379	--	680	--	680	--	740	--	+60	--	+60
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts	--	1,356	--	1,021	--	1,021	--	1,005	--	-16	--	-16

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

	1983 Actual		1984 Appropriation Enacted to Date		1985 Base		1985 Estimate 1/		Inc.(+)/Dec.(-) from 1984 Approp.		Inc.(+)/Dec.(-) from 1985 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
7. Payments to States from grazing receipts, etc., public lands within grazing districts	--	2,164	--	1,613	--	1,613	--	1,529	--	-84	--	-84
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	--	--	--	--	--	--	--	--	--	--	--	--
9. Payments to States from receipts under Mineral Leasing Act	--	503,478	--	-- 2/	--	--	--	--	--	--	--	--
10. Payments to counties, National grasslands	--	592	--	566	--	566	--	581	--	+15	--	+15
11. Expenses, road maintenance deposits	--	4,500	--	4,500	--	4,500	--	4,500	--	--	--	--
12. Payments to Nevada from receipts on land sales	--	73	--	1,050	--	1,050	--	1,650	--	+600	--	+600
13. Payments from procees, Sale of Water	--	--	--	--	--	--	--	--	--	--	--	--
Total	--	552,351	--	54,011	--	54,011	--	68,087	--	+14,076	--	+14,076

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

2/ Transferred to Minerals Management Service in Fiscal Year 1984.

Activity: 1. Leasing of Grazing Lands

(dollar amounts in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	---	---	1	+1	+1
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315m, state, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Increase for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	---	1	1
(FTE-T)	(---)	(---)	(---)

The increase for FY 1985 is based on an estimated increase in grazing receipts from leased grazing lands in FY 1984.

Activity: 2. Payments to Oklahoma (royalties)

(dollar amounts in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	1	1	1	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of state and local taxes in Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools. The estimate of $1,000 for FY 1985 is the same as the FY 1984 level.

Activity: 3. Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(dollar amounts in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	580	580	580	---	---
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties, out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. The estimate for FY 1985 is the same as the FY 1984 level.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	44,000	44,000	57,500	+13,500	+13,500
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds.

Increase for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	44,000	57,500	+13,500
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to Western Oregon counties will be increased in FY 1985 by $13,500,000 as timber harvesting returns to historically normal levels.

Activity: 5. Payments to States (proceeds of sales)

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	680	680	740	+60	+60
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 31 U.S.C. 711, the states are paid five (5) percent of the net proceeds (four (4) percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

Increase for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	680	740	+60
(FTE-T)	(---)	(---)	(---)

A 9 percent increase in receipts is projected, resulting in increased payments to States in FY 1985.

Activity: 6. Payments to States from grazing receipts, etc., public lands outside grazing districts

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	1,021	1,021	1,005	-16	-16
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the states are paid fifty (50) percent of the grazing fee receipts from public lands outside of organized grazing districts.

Decrease for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	1,021	1,005	-16
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to states will be decreased slightly in FY 1985 due to decreased FY 1984 grazing fee receipts resulting from lower grazing fees during the 1984 grazing year from public lands outside organized grazing districts.

Activity: 7. Payments to States from grazing receipts, etc., public lands within grazing districts

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	1,613	1,613	1,529	-84	-84
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the states are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries.

Decrease for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	1,613	1,529	-84
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to states will be decreased by $84,000 in FY 1985 due to decreased FY 1984 grazing fee receipts resulting from lower grazing fees during the 1984 grazing year on public lands within organized grazing districts.

Activity: 8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the states are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The zero estimate for FY 1985 is the same as the FY 1984 level.

Activity: 9. Payments to States from receipts under Mineral Leasing Act

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	---	---	---	---	---
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 30 U.S.C. 191 and 30 U.S.C. 285, all states (except Alaska) are paid 50 percent of the receipts from bonuses, royalties, and rentals resulting from the leasing of mineral resources on public lands. Alaska is paid 90 percent of their receipts outside of the National Peteoleum Reserve - Alaska (NPR-A) and 50 percent within NPR-A.

This function is transferred to Minerals Management Service in FY 1984.

Activity: 10. Payments to counties, National Grasslands

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	566	566	581	+15	+15
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands is paid to the counties in which such land are located. These funds are used for schools and roads.

Increase for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	566	581	+15
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to counties will be increased by $15,000 due to increased receipts from mineral leasing in FY 1984.

Activity: 11. Road Maintenance Deposits

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	4,500	4,500	4,500	---	---
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 94-579, approved October 12, 1976, provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701 et seq.), excluding $150,000 which is earmarked for administrative expenses. The FY 1985 Estimate of $4,500,000 is the same program level as estimated for FY 1984.

Activity: 12. Payments to Nevada from receipts on land sales

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity	$	1,050	1,050	1,650	+600	+600
Requirements	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds which are returned to the state are to be used for the state's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Increase for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
$	1,050	1,650	+600
(FTE-T)	(---)	(---)	(---)

Payments to the State and municipalities are expected to increase as increased amounts for land sales are received in FY 1984.

Activity: 13. Payments from proceeds, Sale of Water

(dollars in thousands)

		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class	1985 Base FTE-T	1985 Base Amount	1985 Estimate FTE-T	1985 Estimate Amount	Inc.(+) or Dec.(-) FTE-T	Inc.(+) or Dec.(-) Amount
25.0 Other services.....	---	4,500	---	4,500	---	---
41.0 Grants, subsidies, and contributions.....	---	49,511	---	63,587	---	+14,076
Total requirements.....	---	54,011	---	68,087	---	+14,076

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

14-9921-0-2-999	83	84	85
Program by activities:			
1. Leasing of grazing lands	1	---	1
2. Payments to Oklahoma (royalties)	6	1	1
3. Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	504	580	580
4. Payments to counties, Oregon and California grant lands	39,298	44,000	57,500
5. Payments to States (proceeds of sales)	379	680	740
6. Payments to States from grazing receipts, etc., public lands outside grazing districts	1,356	1,021	1,005
7. Payments to States from grazing receipts, etc., public lands within grazing districts	2,164	1,613	1,529
8. Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	---	---	---
9. Payments to States from receipts under Mineral Leasing Act	503,478	---	---
10. Payments to counties, national grass-lands	592	566	581
11. Expenses, road maintenance deposits	4,500	4,500	4,500
12. Payments to Nevada from receipts on land sales	73	1,050	1,650
13. Payments from proceeds, Sale of Water	---	---	---
10.0001 Total obligations	552,351	54,011	68,087
Financing:			
17.0001 Recovery of prior year obligations	---	---	---
21.4001 Unobligated balance available, start of year	-1,712	-1,712	-1,712
24.4001 Unobligated balance available, end of year	1,712	1,712	1,712
60.0001 Budget authority (appropriation) (permanent, indefinite, special fund)	552,351	54,011	68,087

MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

14-9921-0-2-999	83	84	85
Relation of obligations to outlays:			
71.0001 Obligations incurred, net	552,351	54,011	68,087
72.4001 Obligated balance, start of year	5,443	5,643	5,843
74.4001 Obligated balance, end of year	-5,643	-5,843	-6,043
78.0001 Adjustments in unexpired accounts	---	---	---
Outlays	552,151	53,811	67,887
Budget authority is distributed as follows:			
Leasing of grazing lands (receipt limitations).....	1	---	1
Payments to Oklahoma (royalties)....	6	1	1
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands.....	504	580	580
Payments to counties, Oregon and California grant lands.....	39,298	44,000	57,500
Payments to States (proceeds of sales) (receipt limitations).....	379	680	740
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,356	1,021	1,005
Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,164	1,613	1,529
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	---	---	---
Payments to States from receipts under Mineral Leasing Act.....	503,478	---	---
Payments to counties, national grass-lands.....	592	566	581
Expenses, road maintenance deposits.	4,500	4,500	4,500
Payments to Nevada from receipts on land sales	73	1,050	1,650
Payments from proceeds, Sale of Water	---	---	---

MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

14-9921-0-2-999	83	84	85
Distribution of outlays by account:			
Leasing of grazing lands (receipt limitations)	1	---	1
Payments to Oklahoma (royalties)	6	1	1
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands	504	580	580
Payments to counties, Oregon and California grant lands	39,098	43,800	57,300
Payments to States (proceeds of sales) (receipt limitations)	379	680	740
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,356	1,021	1,005
Payments to States from grazing receipts, etc., public lands within grazing districts	2,164	1,613	1,529
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	---	---	---
Payments to States from receipts under Mineral Leasing Act	503,478	---	---
Payments to counties, national grass-lands	592	566	581
Expenses, road maintenance deposits.	4,500	4,500	4,500
Payments to Nevada from receipts on land sales	73	1,050	1,650
Payments from proceeds, Sale of Water	---	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

14-9921-0-2-999	83	84	85
Personnel compensation:			
111.101 Full-time permanent.....	---	---	---
111.301 Other than full-time permanent	---	---	---
111.901 Total personnel compensation..	---	---	---
112.101 Personnel benefits Civilian...	---	---	---
121.101 Travel and transportation of persons	---	---	---
122.101 Transportation of things.....	---	---	---
125.001 Other services.....	4,500	4,500	4,500
131.001 Equipment.....	---	---	---
132.001 Lands and structures.....	---	---	---
141.001 Grants, subsidies, and contributions.....	547,851	49,511	63,587
199.901 Total obligations	552,351	54,011	68,087

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

14-9921-0-2-999

	83	84	85
Total number of full-time permanent positions	---	---	---
Total compensable workyears: full-time equivalent employment	---	---	---

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Miscellaneous Trust Funds
(14-9971-0-7-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority				
Current indefinite	100	100	100	100
Permanent indefinite	600	600	600	600
Outlays	700	700	700	700
FTE/Total	19	19	19	19

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request					
Current indefinite	100	100	100	100	100
Permanent indefinite	600	600	600	600	600
Current Policy					
Current indefinite	100	100	100	100	100
Permanent indefinite	600	600	600	600	600
Outlays:					
Agency Request	700	700	700	700	700
Current Policy	700	700	700	700	700

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This appropriation includes two trust accounts:

Land and Resource Management Trust Fund - Monies in this fund are contributed for 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys, and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Within the $700,000 estimate for this appropriation, which is the same for FY 1984 and FY 1985, $600,000 will become available through an indefinite permanent appropriation authorized by the Taylor Grazing Act (1934). The remaining $100,000 will become available through an indefinite current appropriation.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 1701, 1719, 1721, 315h, 315i, 355, 759, 761, 775, 887; 74 Stat. 506; 31 U.S.C. 711, 725s; 48 Stat. 1224-36; H.R. 3363, making appropriations for the Department of the Interior and Related Agencies, 1984.)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 1701	43 U.S.C. 775
43 U.S.C. 1719	43 U.S.C. 887
43 U.S.C. 1721	74 Stat. 506
43 U.S.C. 315h,i	31 U.S.C. 711
43 U.S.C. 355	31 U.S.C. 725s
43 U.S.C. 759	48 Stat. 1224-36
43 U.S.C. 761	H.R. 3363

43 U.S.C. 1701 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a Trust account and to be available until expended.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 315h,i provides for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and that these funds be deposited in the Treasury into a Trust fund.

43 U.S.C. 355 repealed by FLPMA (1976) provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a Trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from Trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through Trust funds.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

31 U.S.C. 711 creates permanent indefinite appropriation of Trust funds for surveys and conveyance of omitted lands.

31 U.S.C. 725s provides for proceeds from sale of Alaska townsite lots to be available for expenses incidental to sale and maintenance of townsites.

48 Stat. 1224-36 provides for payments in advance for public surveys.

H.R. 3363 makes current appropriation of Trust funds available until expended.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Trust Funds

Summary of adjustments to base:	(Dollar amounts in thousands) FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1984			19	700
Adjustments to base and built-in changes			--	--
1985 Base			19	700

BLM-365

Comparison by activities:	1983 Actual FTE-T	Amount	1984 Appropriation Enacted to Date FTE-T	Amount	1985 Base FTE-T	Amount	1985 Estimate FTE-T	Amount	Inc.(+)/Dec.(-) from 1984 Approp. FTE-T	Amount	Inc.(+)/Dec.(-) from 1985 Base FTE-T	Amount
1. Land and Resource Management Trust Fund	19	699	19	699	19	699	19	699	--	--	--	--
2. Trustee Funds, Alaska Townsites	--	1	--	1	--	1	--	1	--	--	--	--
Total Requirements	19	700	19	700	19	700	19	700	--	--	--	--
Current Appropriation (Indefinite)		(100)		(100)		(100)		(100)		(--)		(--)
Permanent Appropriation (Indefinite)		(600)		(600)		(600)		(600)		(--)		(--)

Justification of Program and Performance

Appropriation: Miscellaneous Trust Funds
Activities: Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(dollar amounts in thousands)

		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements	$	700	700	700	---	---
	(FTE-T)	(19)	(19)	(19)	(---)	(---

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the acceptance of money or services for 1) resource development, protection and management, 2) conveyance of omitted lands to states or their political subdivisions, and 3) for public surveys requested by individuals, provided estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
31 U.S.C. 711 43 U.S.C. 1737	The Permanent Appropriations Act of May 30, 1862 and the Federal Land Policy and Management Act of 1976 provide for estimated costs of public survey work, including survey and conveyance costs of omitted lands to be paid in advance by the benefitting party.
43 U.S.C. 355	The Act of March 3, 1891, (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 43 USC 725s provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

° Provide for resource development, protection and management through the utilization of contributions of money and services; and

° Provide public surveys when estimated costs are contributed in advance.

FY 1985 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The proposed funding level is the same as the FY 1984 program ($699,000) and 19 FTE). This program provides for cadastral surveys, conservation practices, and acquisition of resources and is financed by contributions of services or funding from the recipients of BLM services. Contributions must be made before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Prior to FLPMA, acceptance of contributions was authorized by the Taylor Grazing Act (range project contributions) and 31 USC 711; 43 USC 759, 760, 761, 775 and 887 (public surveys).

TRUSTEE FUNDS, ALASKA TOWNSITES

The proposed funding level is the same as the FY 1984 level ($1,000).

Town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 43 USC 725(s) authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class		1985 Base FTE	1985 Base Amount	1985 Estimate FTE	1985 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent Positions - FTE-P	16	371	16	371	---	---
11.3	Positions other than permanent 1/....	3	56	3	56	---	---
11.5	Other personnel compensation	---	10	---	10	---	---
	Total personnel compensation	19	437	19	437	---	---
	Other Objects						
12.1	Personnel benefits	---	52	---	52	---	---
21.0	Travel and transportation of persons.	---	7	---	7	---	---
22.0	Transportation of things.....	---	7	---	7	---	---
25.0	Other services.....	---	30	---	30	---	---
26.0	Supplies and materials	---	60	---	60	---	---
31.0	Equipment.....	---	7	---	7	---	---
32.0	Lands and structures.....	---	100	---	100	---	---
	Total requirements.....	19	700	19	700	---	---

1/ FTE-OTP = FTE-T (-) FTE-P

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

Program and Financing (in thousands of dollars)

14-9971-0-7-302	83	84	85
Program by activities:			
1. Land and resource management trust fund	699	699	699
2. Trustee funds, Alaska townsites	1	1	1
10.0001 Total obligations	700	700	700
Financing:			
17.0001 Recovery of prior year obligations	700	---	---
21.4001 Unobligated balance available, start of year	-1,349	-1,349	-1,349
24.4001 Unobligated balance available, end of year	1,349	1,349	1,349
39.0001 Budget authority	700	700	700
Budget authority:			
Current:			
40.0001 Appropriation (indefinite)	100	100	100
Permanent:			
60.0001 Appropriation (indefinite)	600	600	600
Distribution of budget authority by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1
Relation of Obligations to Outlays:			
71.0001 Obligations incurred, net	700	700	700
72.4001 Obligated balance, start of year	390	390	390
74.4001 Obligated balance, end of year	-390	-390	-390
78.0001 Adjustment in unexpired accounts	---	---	---
90.0001 Outlays	700	700	700
Distribution of outlays by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

14-9971-0-7-302

	83	84	85
Personnel compensation:			
111.101 Full-time permanent.....	371	371	371
111.301 Other than full-time permanent.	56	56	56
111.501 Other personnel compensation...	10	10	10
111.901 Total personnel compensation...	437	437	437
Personnel benefits:			
112.101 Civilian.....	52	52	52
121.001 Travel and transportation of persons.....	7	7	7
122.001 Transportation of things.....	7	7	7
125.001 Other services.....	30	30	30
126.001 Supplies and materials.....	60	60	60
131.001 Equipment.....	7	7	7
132.001 Lands and structures.....	100	100	100
999.901 Total obligations.....	700	700	700

MISCELLANEOUS TRUST FUNDS
Personnel Summary

14-9971-0-7-302	83	84	85
Total number of full-time permanent positions	16	16	16
Total compensable workyears:			
Full-time equivalent employment	19	19	19

DEPARTMENT OF THE INTERIOR
Analysis of Resources
Appropriation/Account

(In thousands of dollars)

Bureau: Bureau of Land Management
Account: Working Capital Fund
(14-4525-0-4-302)

	FY 1983	FY 1984	FY 1985 Agency Request	FY 1985 Current Policy
Budget Authority	---	---	---	---
Outlays	-1,707	---	---	---
FTE/Total	18	18	18	18

Multi-Year Planning Estimates

	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989
Budget Authority:					
Agency Request	---	---	---	---	---
Current Policy	---	---	---	---	---
Outlays:					
Agency Request	---	---	---	---	---
Current Policy	---	---	---	---	---

Appropriation: Working Capital Fund

Section 306 of the Federal Land Policy and Management Act of 1976 (43 USC 1736) authorizes a BLM working capital fund and appropriations of up to $3 million for initial capitalization of the fund. For this purpose, $2 million has been made available until expended. The fund is a self-sustaining revolving fund.

The WCF was initiated in June, 1978, with an operations and maintenance program for all Bureau-owned vehicles and equipment; and a replacement program for general purpose vehicles and Western Oregon Road Maintenance funding. Since that time, fire vehicles, selected special purpose and construction equipment, aviation management, and cadastral and grazing management stores have been added.

This fund was made available without fiscal year limitation for expenses necessary for furnishing supplies and equipment services and aircraft services in support of Bureau programs. Services and supplies provided by the fund to other BLM activities are charged at rates designed to recover costs, including an income provision for increased future costs of equipment replacement.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Working Capital Fund

Object Class		1985 Base FTE-T	1985 Base Amount	1985 Estimate FTE-T	1985 Estimate Amount	Inc. (+) or Dec. (-) FTE-T	Inc. (+) or Dec. (-) Amount
11.1	Permanent Positions - FTE-P	18	336	18	349	---	+13
11.3	Positions other than permanent	---	201	---	209	---	+8
11.5	Other personnel compensation	---	4	---	4	---	---
	Total personnel compensation	18	541	18	562	---	+21
	Other Objects						
12.1	Personnel benefits: Civilian.....	---	56	---	60	---	+4
21.0	Travel and transportation of persons.	---	16	---	18	---	+2
22.0	Transportation of things.....	---	82	---	88	---	+6
23.2	Communications utilities and other rents.....	---	2	---	2	---	---
25.0	Other services.....	---	1,363	---	1,472	---	+109
26.0	Supplies and materials	---	5,839	---	6,306	---	+467
31.0	Equipment.....	---	4,706	---	4,287	---	-419
99.0	Total requirements.....	---	12,605	---	12,795	---	+190

WORKING CAPITAL FUND
Program and Financing (in thousands of dollars)

	83	84	85
14-4525-0-4-302			
Program by activities:			
Land management related supplies and support:			
Operating costs, funded.....	7,597	7,899	8,508
Capital outlay, funded.....	4,361	4,706	4,287
Unfunded adjustments to total operating costs:			
10.0001 Total obligations.....	11,958	12,605	12,795
Financing:			
11.0001 Offsetting collection from:			
Federal funds:			
Revenue.....	-10,770	-11,990	-12,791
Income provision for increased cost of equipment replacement.....	---	---	---
21.4001 Unobligated balance available, start of period.....	-8,739	-7,551	-6,936
24.4001 Unobligated balance available, end of period.....	7,551	6,936	6,932
39.0001 Budget authority..... (appropriation)	---	---	---
Relation of Obligations to Outlays:			
71.0001 Obligations incurred, net.....	1,188	615	4
72.4001 Obligated balance, start of period.....	1,788	4,683	5,298
74.4001 Obligated balance, end of period.....	-4,683	-5,298	-5,302
90.0001 Outlays.....	-1,707	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-37A

WORKING CAPITAL FUND
Revenue and Expense (in thousands of dollars)

14-4525-0-4-302	83	84	85
Operating income or loss:			
Revenue.....	10,770	11,990	12,791
Expense.....	11,905	12,495	12,829
Net income for the year.....	-1,135	-505	-38

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

WORKING CAPITAL FUND
Statement of Financial Condition (in thousands of dollars)

14-4525-0-4-302

	83	84	85
Assets:			
Selected assets:			
Fund balance with Treasury.....	8,528	7,574	6,410
Accounts receivable.....	1,200	1,250	1,250
Stores inventory (net)..	3,500	3,400	3,400
Real property and equipment (net).....	15,568	16,217	17,343
Total assets.....	28,796	28,441	28,403
Liabilities:			
Selected liabilities:			
Accounts payable including accrued liabilities.....	60	60	60
Unfunded liabilities....	---	---	---
Total liabilities.....	60	60	60
Government equity:			
Selected equities:			
Unexpended balances:			
Unobligated balance...	7,551	6,936	6,932
Undelivered orders....	2,800	1,000	1,000
Invested capital.....	18,385	20,445	20,411
Total Government equity:	28,736	28,381	28,343
Analysis of changes in Government equity:			
Paid-in capital:			
Opening balance.....	17,736	22,623	22,773
Transactions: appropriation.....	---	---	---
Donated assets.....	4,887	150	---
Closing balance.....	22,623	22,773	22,773
Retained income:			
Opening balance.....	7,248	6,113	5,608
Transactions: net operating income.....	-1,135	-505	-38
Closing balance.....	6,113	5,608	5,570
Total Government equity (end of period).....	28,736	28,381	28,343

WORKING CAPITAL FUND
Object Classification (in thousands of dollars)

14-4525-0-4-302

	83	84	85
Personnel compensation:			
111.101 Full-time permanent.....	323	336	349
111.301 Other than full-time permanent.	193	201	209
111.501 Other personnel compensation...	4	4	4
111.901 Total personnel compensation...	520	541	562
112.101 Personnel benefits: Civilian...	56	56	60
121.001 Travel and transportation of persons.....	15	16	18
122.001 Transportation of things.....	79	82	88
123.002 Communications, utilities and other rents.....	2	2	2
125.001 Other services.....	1,311	1,363	1,472
126.001 Supplies and materials.....	5,614	5,839	6,306
131.001 Equipment.....	4,361	4,706	4,287
999.901 Total obligations.....	11,958	12,605	12,795

WORKING CAPITAL FUND
Personnel Summary

14-4525-0-4-302	83	84	85
Total number of full-time permanent positions	18	18	18
Total compensable workyears:			
Full-time equivalent employment	18	18	18
Full-time equivalent of overtime and holiday hours	---	---	---

Research and Development Activities
Department of the Interior
Bureau of Land Management

	Line Code		FY 1983	FY 1984	FY 1985
Conduct of R&D by Activity					
Basic Research	101	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-
Applied Research	102	Budget Authority	2.4	2.3	1.5
		Obligations	2.4	2.3	1.5
		Outlays	2.4	2.3	1.5
Development	103	Budget Authority	5.0	4.0	3.7
		Obligations	5.0	4.0	3.7
		Outlays	5.0	4.0	3.7
Total Conduct of Research & Dev.	199	Budget Authority	7.4	6.3	5.2
		Obligations	7.4	6.3	5.2
		Outlays	7.4	6.3	5.2
Conduct of R&D Performed by Colleges & Univ.	201	Budget Authority	.5	.6	.5
		Obligations	.5	.6	.5
		Outlays	.5	.6	.5
R&D Facilities	301	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-

U.S. Department of the Interior
Bureau of Land Management

Research and Development Activities as Reflected in FY 1985 Budget

The Bureau Research and Development Program consists mainly of cooperative research projects entered into with established institutions, primarily Federal Research Agencies and Universities. The R&D activities are financed by programming allocations from line item activities.

Areas of investigation include hydrologic modelling of drainage systems, techniques for conserving and improving watersheds and methods for improving production of timber, range forage and wildlife. Wildlife habitat requirements, and habitat protection and improvement methods are also areas of active investigation.

Rangeland Resources continues to support those research projects involving livestock grazing systems and impacts of livestock on vegetation, soil erosion, and wildlife. Wildlife Resources has continued to support a major effort on Snake River Birds of Prey while increasing emphasis on technology transfer of results obtained during earlier years.

One area not reported in prior years that constituted a major Bureau effort in FY 1983 was wildfire detection and control. Although this program is being continued, adjustments in budget allocations have resulted in the deferral of $1.6 million from FY 1984 to FY 1985 and will cause some delay. However, the development of an initial fire attack management system has already enabled the Bureau to reduce fire control expenditures. Upon scheduled completion of this project in 1986, a significant reduction in the overall cost of wildfire control should be possible.

Increased emphasis is being placed on the development of ADP systems specifically designed to improve the Bureau's management capability. Approximately $400,000 per year will be spent on projects to enable the Bureau to make better use of remote sensing and to upgrade related technology and procedures.

The BLM also participates in the Forestry Intensified Research Program (FIR). The objectives of this program are to develop improved reforestation methods and to develop the technology to improve the quality of timber stands. Other participants in the program are the Forest Service, the Oregon State Forestry Department and various industrial and private landowners. The program was initiated In 1978 to address reforestation problems that were being encountered in southern Oregon. More than 100,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful reforestation techniques are developed. The proposed budget includes $1.3 million for FIR in 1985.

DEPARTMENT OF THE INTERIOR

STATEMENT OF PERSONNEL RESOURCES

BUREAU OF LAND MANAGEMENT	Full-Time Equivalents (workyears)					
	FY 1983 Actual		FY 1984 Estimate		FY 1985 Estimate	
	Full-time permanent employment	Total employment	Full-time permanent employment	Total employment	Full-time permanent employment	Total employment
1. Bureau personnel resources.....	8,490	9,990	8,610	10,125	8,670	10,200
2. Supplementals and legislative program items.....	---	---	---	---	---	---
3. Overtime and holiday work.....	160	285	160	285	160	285
4. Youth programs and/or developmental positions under the Worker-Trainee Opportunity Program.....	---	23	---	23	---	23
Personnel resources shown in budget schedules (sum of lines 1 thru 4)....	8,650	10,298	8,770	10,433	8,830	10,508
Workyears subject to ceilings (sum of lines 1 and 2).....	8,490	9,990	8,610	10,125	8,670	10,200
Financed by allocations from: Department of Agriculture, U.S. Forest Service.....	(57)	(68)	(57)	(68)	(57)	(68)

DEPARTMENT OF THE INTERIOR

RENTAL PAYMENTS TO GSA
(BLM)

	1983 Actual	1984 Estimate	1985 Estimate
Rental Payments:			
Standard Level User Charge (SLUC) (in thousands of dollars)			
Base cost:	18,498	21,673	22,803
Expansion/Contraction	---	+265	+2,415
Total SLUC (object class 23.1)	18,498	21,938	25,218
Rental Payments for Extra Services			
Total (object class 23.2)	---	---	---
Space Occupied (square feet in millions):			
Space Occupied as of March 15, 1983			
Office Space	1.281	1.281	1.281
Other	2.166	2.166	2.166
Subtotal	3.447	3.447	3.447
Expansion/Contraction			
Office Space	.185	.165	.227
Other	.271	.822	1.009
Subtotal	.456 1/	.987 1/	1.236 1/
Total Space Required			
Office Space	1.466	1.446	1.508
Other	2.437	2.988	3.175
Total	3.903	4.434	4.683
Cost per square feet of office space for for standard level of services	$ 9.50	$ 10.75	$ 12.60
Personnel Housed:			
Total FTE Employed:	10,013	10,148	10,223
Cyclical Required	(1,608)	(1,630)	(1,642)
Non-Federal Employees	---	---	---
Subtotal	(1,608)	(1,630)	(1,642)
Bureau Total Housed in GSA space	8,878	8,966	9,261
Amount of office space person:	165	161	163

1/ Includes absorption of Minerals Management Service space as a result of FY 1983 merger.

Administrative Provisions

Language

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures[, insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada] and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000: Provided, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California grant land fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further, That appropriations herein made may be expended on a reimbursable basis for surveys of Federal lands of the United States and [on a reimbursable basis,] for protection of lands for the State of Alaska: [Provided further, That the Secretary of the Interior shall develop criteria for extending, on a case-by-case basis, the period allowed for phased livestock reductions on public rangelands administered through the Bureau of Land Management up to five years. Such criteria shall take into account available agricultural assistance programs, the magnitude of projected livestock reductions, alternative pasturage available, and ability of such public rangelands to sustain such phasing in of livestock reductions without damage to rangeland productivity:] Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision or ninety days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later. Reductions of up to 10 per centum in grazing

allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed[.]:

Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau to protect, improve, develop, or manage the public lands, and that wit in appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment and supplies: Provided further, That provision for such expenses or services is in accord with volunteer or cooperative agreements made with such individuals, private organizations, educational institutions, or State or local governments.

(H.R. 3363, making appropriations for the Department of the Interior and Related Agencies.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Administrative Provisions

Deletion: "Provided further, That the Secretary of the Interior shall develop criteria for extending, on a case-by-case basis, the period allowed for phased livestock reductions on public rangelands administered through the Bureau of Land Management up to five years. Such criteria shall take into account available agricultural assistance programs, the magnitude of projected livestock reductions, alternative pasturage available, and ability of such public rangelands to sustain such phasing in of livestock reductions without damage to rangeland productivity."

The Bureau developed regulations effective October 21, 1982 that provide for phased livestock reductions over a 5 year period through mutual agreement documented in the Rangeland Program Summary or by decision. A Rangeland Program Summary follows publication of the final EIS and summarizes the land use planning objectives and proposed grazing decisions affecting livestock grazing on public lands. As this regulation provides for extending the period allowed for phased livestock adjustment the administrative provision is not needed.

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